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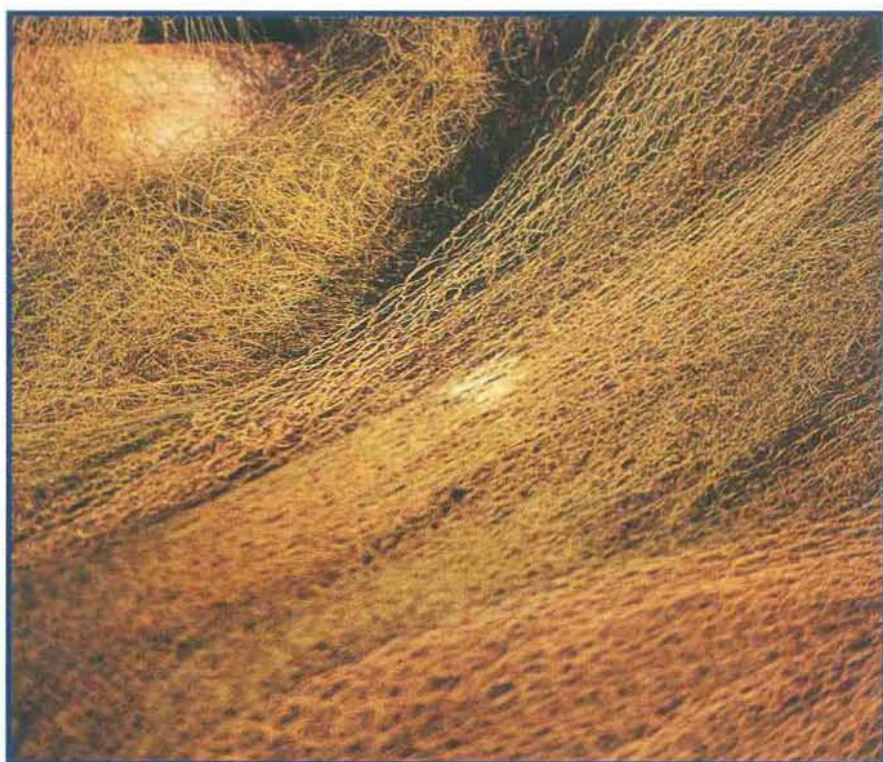
November 2002

# SAMUDRA

## REPORT

INTERNATIONAL COLLECTIVE IN SUPPORT OF FISHWORKERS

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South India Fisherfolk Festival

Nordic Women in Fisheries

Chiku Lagoon in Taiwan

IIFET2002 Conference

Labelling Tuna

Fishers and CITES

World Summit on Sustainable Development

News Round-up

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## A label for tuna?

According to GLOBEFISH of the Food and Agriculture Organization of the United Nations (FAO), tuna is the third major fish commodity traded internationally, after shrimp and groundfish, accounting for about 9 per cent of total trade in value terms. Tuna is practically the only fish processed and traded on an industrial scale.

Japan is the largest market for tuna in the world. The Japanese large-scale tuna longline industry, in particular, produces around 200,000 tonnes of *sashimi* tuna, which is the highest-value seafood in the Japanese, and perhaps the whole world, market. It also imports about 270,000 tonnes of *sashimi* tuna, of which 50,000 tonnes, or 10 per cent, comes from the 'flags of convenience' (FOC) fishing vessels subsequently christened by FAO as 'illegal, unreported and unregulated' or IUU fishing vessels.

In 1999, Japanese tuna boatowners, mainly large-scale longliners, launched a campaign against tuna caught by FOC tuna fishing vessels. The campaign sought to prevent vessels fishing as FOC from landing, trading and consuming tuna in Japan.

The Japanese boatowners' campaign against FOCs has since grown into a larger international initiative called the Organization for the Promotion of Responsible Tuna Fisheries (OPRT), as reported on page 32 of this issue of *SAMUDRA Report*. The new initiative is supported by the Japanese government, and OPRT's membership now includes other important tuna longlining nations like China, Taipei, Indonesia, Korea and the Philippines.

In Japan, it is reportedly an alliance of boatowners, traders, distributors and consumers. OPRT believes that Japan, as one of the leading tuna fishing and consuming nations, is responsible for conserving and managing tuna fisheries. It is working on what it calls a consumer-oriented labelling project. It plans to publish a 'white list' of tuna longliners that comply with international tuna management measures, which is expected to reward the 'white list' vessels with a special label. Though OPRT calls it an 'ecolabel', from available information, the initiative appears to be more of a certification scheme by the OPRT to differentiate tuna caught by its own members from those caught by FOC/IUU fishing vessels.

The OPRT campaign does not, however, make any mention of tuna caught by small-scale tuna longliners, of which there are a not inconsequential number around the world. For example, South Pacific countries like Palau, Micronesia, Marshall Islands, Fiji and Samoa have small-scale longline fisheries that supply *sashimi*-grade tuna to the Japanese market. Such fishing for tuna is more sustainable, in terms of both scale and intensity of fishing effort. Small-scale tuna longlining is perhaps among the best win-win-win combinations, from the point of view of sustainability, trade and livelihood.

The OPRT's concerns about FOC/IUU fishing vessels are valid and understandable. The logical solution to this problem, however, would have been to create a 'negative list' of FOC/IUU fishing vessels that are prevented from landing or selling their tuna catches in Japan, rather than developing a 'white list' or a 'positive list' of large-scale tuna longline fishing vessels. Punishing FOC/IUU vessels and rewarding the OPRT vessels also has a flip side to it. It leaves a third group out in the cold. While the 'white list' vessels are given preferential access to the lucrative Japanese fresh-tuna market, fishing vessels that are neither FOC/IUU fishing vessels nor members of the OPRT are caught in the crossfire, and are not given any access. This smacks of protectionism.

If OPRT would like to be taken more seriously, it cannot overlook the small-scale tuna longline fisheries in many parts of the developing world. It should also accommodate responsible tuna longline vessels that are neither FOC/IUU vessels nor those of members of OPRT. In sum, rather than rewarding a few, OPRT should reward all responsible producers of tuna in the true spirit of setting up "an effective responsible trading system for resource management".

# Festively fishy

The first-ever South India Fisherfolk Festival threw up an interesting mix of song, dance, drama, culture and technology

That the Liberation Tigers of Tamil Eelam (LTTE) is responsible for the preservation of traditional technology and culture may come as a surprise to many, including the LTTE itself. However, this is entirely an unintended consequence of the long drawn civil war in Sri Lanka. Due to the civil war and the consequent security concerns, the government of the State of Tamil Nadu, India is not keen on providing outboard motors (OBMs) to the artisanal fishermen of the Palk Bay. This means that the fishermen have to continue operating their traditional craft, the *vathai*, a large sailing boat operated with two or three large lug sails.

The *vathai* is one of the few traditional craft that remains in use and seems threatened with obsolescence once peace returns to Sri Lanka. The *vathai* is unique in that it is the only craft in South Asia that uses a balance beam rather than an outrigger to balance itself. Given a choice, though, the fishermen, in all probability, will dump it and shift to a fibreglass boat equipped with a diesel longtail.

This is one among the many interesting insights thrown up by the South India Fisherfolk Festival organized by the South Indian Federation of Fishermen Societies (SIFFS) at Trivandrum, the capital of Kerala, from 14 to 16 September 2002. The festival was sponsored by Ford Foundation India as part of its 50th anniversary celebrations.

The festival, held at the city beach, was a colourful event that attracted large crowds. The event showcased the fishing technology of the artisanal fishermen of south India as well as some aspects of their culture. Perhaps the first of its kind in India, the festival helped to enhance the image of fishing communities, and focus

public attention on the rich heritage of the coast.

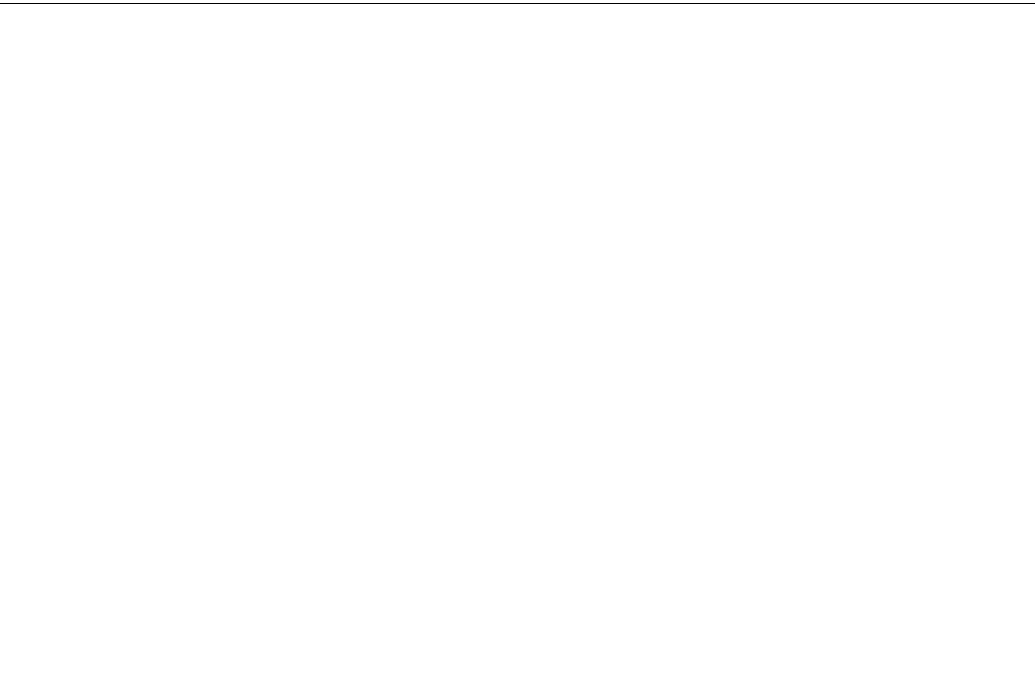
The festival comprised three components—a fishing technology exhibition, a fisherfolk cultural programme, and a public function. The outdoor exhibition of boats and fishing gear was complemented by a number of stalls displaying fishing-related products and information.

The exhibition of boats, though, was the most attractive part of the festival. Twenty-six types of boats from the four south Indian States of Tamil Nadu, Kerala, Karnataka and Andhra Pradesh were assembled for the exhibition. These included both the traditional craft as well as those introduced in recent times.

The traditional fishing craft of south India are basically of three types. The dugout canoes dominate the coasts of Karnataka and north Kerala, while plank canoes dominate central Kerala, and the calm waters of the Krishna-Godavari delta and the Palk Bay. The rest of the coast is home to different types of *kattumarams*, which are nothing but finely shaped logs of wood lashed together with rope to form a craft that is ideal for surf-beaten coasts. The exhibition displayed both the original craft and their recently introduced alternatives in plywood and fibreglass.

### Fascinating craft

The boats that captured the public imagination, however, were the large *vathai* from the Palk Bay with its double sail and balance beam, and the 65-foot plank canoe, with multiple OBMs, used for ring-seine operations in central and northern Kerala. Equally fascinating was the 'shoe' *dhoni* from the Godavari delta, which is a 24-foot canoe shaped like a slip-on shoe and which can accommodate an entire family that travels for months on



end in the Godavari delta waterways in search of fish, crabs and bivalves.

**T**he large *kattumaram* from Uvay in the Tirunelveli district of Tamil Nadu was another attraction. Of the various SIFFS boat designs on display, the 36-foot offshore or 'stay-fishing' boat was impressive. It is gaining popularity in Trivandrum district of Kerala, where the fishermen of Vizhinjam have started going for five-day voyages. The various plywood and fibreglass *kattumaram* lookalikes generated a lot of interest too.

The exhibition of fishing gear was also perhaps unique in that real, life-size nets, rather than scale models, were put on display. The nets displayed ranged from the huge ring-seine net to the small anchovy net. While the original cotton nets are still used for certain types of gear, nylon multifilament nets currently dominate the scene.

However, the rapid spread of nylon monofilament nets at the lower end of the scale (small nets with small meshes) is a recent phenomenon. The coast of Tamil Nadu has plenty of these nets, especially bottom-set gill-nets that use small pieces of lead as weights. Also at the festival on display was the monofilament bottom-set net for catching soles, which, when introduced a few months ago in the Kollam district of Kerala, led to riots and burning of 70 plywood boats. Various

types of hooks-and-line and traps were on display as well.

The other exhibits included OBMS, fishing accessories and sea-safety equipment. The stall put up by the Kerala Fisheries Department to demonstrate the newly introduced wireless communication system for small boats was of special interest to the fishermen. The stall of the Central Institute of Fishing Technology also displayed many models of fishing gear, both mechanized and artisanal. A surprise stall was that of a visiting delegation of Sri Lankan fishermen who put up pictures, models and posters of their fisheries and fishing techniques.

In conjunction with the exhibition, SIFFS brought out a reprint of the classic report of James Hornell entitled *The Origins and Ethnological Significance of Indian Boat Designs*, written way back in 1920, but still relevant. The reprint edition of the book, along with an interactive CD-ROM on fishing craft and gear of south India, was released by G. Karthikeyan, Kerala's Minister for Culture.

**Cultural programmes**

During the evenings of the festival, cultural programmes were staged on a giant stage put up for the purpose. This was another unique concept meant to bring on stage songs, dances, drama and other cultural items that are performed by fisherfolk from different parts of south

India. The inspiration came from a programme organized by the National Folklore Support Centre, Chennai, where a couple of the items staged in a week-long folklore festival were from the fishing community.

**T**he fact that the fisherfolk have some unique programmes of their own is not recognized, even by the fishing community itself. Why not try to put together an event that would exclusively project the culture of the fisherfolk? That was the question that prompted SIFFS to include a cultural component to the festival. That, of course, necessitated a wide-ranging search, as SIFFS had no prior information or experience in that area. Based on information and contacts provided by various sources, SIFFS managed to put together nearly 15 items from the four south Indian States.

Though uneven in quality and somewhat amateurish, the programmes turned out to be far more entertaining and attention-grabbing than anticipated. The crowds kept streaming into the exhibition venue and the ground was packed for most performances.

One set of items represented songs sung during different fishing operations, like rowing or pulling the net. These included the shore-seine songs from the west coast and the *amba pattu* from the east coast. These are now disappearing as the pace of life gets faster and motorization has changed the way fishermen operate. Interestingly enough, some of the song forms presented at the festival were related to the surf conditions and the natural environment.

Another set of items comprised performances during religious festivals and marriages. These largely represented performances belonging to different religious groups.

The *kol kali* (group dance with sticks), *oppana* (pre-wedding group song and dance by women) and *def muttu* (group dance with percussion instruments) are part of the Kerala Muslim fishermen's heritage but do not appear to have any special reference to fishing. Interestingly, except for *kol kali*, which is mainly

performed by the fishermen, the other items are common to all Muslim groups of Kerala.

The *paricha muttu*, a group dance with shields and swords, performed by the Catholic fishermen of central Kerala, has no direct reference to fishing. It has its origins in the conversion of fishermen to Christianity by Portuguese missionaries in the 16th century. The *kalial*, a group dance to the rhythm of sticks, also belongs to the Catholic fishermen from the Tirunelveli coast of Tamil Nadu and relates to marriage celebrations and religious festivals. This disappearing art form has been revived in recent years by a dedicated group, and the troupe at the festival gave a truly professional performance.

The remaining items defy classification. From the Hindu fishermen of Andhra Pradesh came the *kola sambharam*, a ritual dance conducted with fire to improve fishing fortunes. Held twice a year, it is also performed whenever the fishing season is poor. The Karnataka fishermen surprised everyone with very entertaining skits and songs. A skit based on the legend of a ghost of a woman who is said to emerge from the sea to terrorize fishermen in Mangalore, was done imaginatively and had the entire audience on their feet. Young girls from Trivandrum put up a meaningful folk dance projecting the harm done by trawlers to the traditional fishermen. *Gana*, a lament for the dead, came from Chennai, where this particular piece of folk art form has been picked up by movie music directors.

#### Portuguese influence

A major performance was the *chavittu natakam*, a costumed drama belonging to the Christian fishermen of central Kerala. An elaborate affair, this drama form is about the Crusades and is replete with references to European kings and nobles. Also introduced by the Portuguese, the *chavittu natakam* sought to impart a separate religious and cultural identity for the new converts. What was most unexpected was the revelation that the same drama form exists in Negombo in Sri Lanka, where the fishermen were converted by the same Portuguese. The Sri Lankan delegation displayed photographs that showed the similarities.

The cultural programme was thus a great voyage of discovery that threw up many interesting relationships between culture, technology, religion and the environment.

The public meeting on the last day of the festival was essentially meant to reward achievements by fishermen of the SIFFS network. Awards were given to fishermen with the highest catch in each district, divided into motorized and non-motorized units. Awards were also given to the societies with the highest fish catch and best loan repayment performance. Special awards were distributed to the fishermen with the oldest SIFFS boats still in operation. Sushma Raman of Ford Foundation India was the chief guest at the public meeting. Disappointingly, the Chief Minister and Fisheries Minister of Kerala could not attend the public meeting due to other unexpected engagements.

Though media coverage was generally weak before the start of the festival, all local television channels and newspapers subsequently gave excellent coverage to the event. This resulted in huge crowd turnouts on the second and third days. Some schools sent their students to see the exhibition as it had educational value. Local fishermen came in large numbers on all days. SIFFS members and clients had come in batches from all the four southern States and the Union Territory of

Pondicherry. The feedback from all quarters was positive, and most visitors were dazzled by the exhibits and the novelty of the whole event.

In addition to Ford Foundation representatives, present at the festival were ICSF members and staff, as well as friend and well-wisher Ery Damayanti from Indonesia. NGOs, including Dhan Foundation from Madurai, and Basix and Ankuram from Hyderabad, also turned up to give encouragement to SIFFS.

Being the first of its kind, the event obviously had many limitations. The exhibition of boats, while interesting, missed out on presenting in a systematic manner the stories behind the boats, the current trends and future prospects. The same could be said for the gear as well. Only a few of the visitors were privileged with such information, garnered when senior SIFFS staff were free to take them around.

**Technology exhibit**

The displays in the stalls were routine and lacked creativity; much more information and knowledge could have been passed on with some proper planning. A lot of the information was technical and needed to have been simplified for the lay person. For a technology exhibition, the issues relating to technology could not be highlighted well enough. As far as the cultural programme was concerned, SIFFS



lacked adequate prior information on the items to be presented on stage, and so could not provide much background material.

**M**ercifully, most visitors to the festival were unaware of these limitations, and there was enough of visually attractive material for them to go back satisfied. Hopefully, if there is another event like it, SIFFS will be able to make a bigger impact.

All in all, though, the South India Fisherfolk Festival was a satisfying event that provided interesting insights and threw up many surprises to everyone, including the organizers. The enormous potential of such events for entertaining and educating fishermen and the public was revealed, but more needs to be done to fulfil that potential. The festival also brought out the need to document the rich culture of the fisherfolk before it gets rapidly absorbed by mainstream culture.🐟

This report comes from V. Vivekanandan (vivek@siffs.org), Chief Executive, South Indian Federation of Fishermen Societies, Trivandrum, India



## Changing the locks

**As men hang on to the keys to the future of fisheries, Norwegian women find little voice in decisionmaking**

**T**he marine Arctic is rich in fishery resources. Marine fisheries play a major role in the economy, settlement, history and culture of many Arctic peoples and communities. Four of the Arctic countries—US, Denmark, Canada and Norway—are also major fish exporters.

Fisheries is often regarded as a 'masculine' sector. Most fishers are men, and the fishing industry and boats are run and owned by men. But that doesn't mean that women are not concerned with fisheries: Many women work in the processing and equipment industry, and a few women are also fishers themselves. In coastal communities, women play an important role in the fishers' families, being both involved in work of a caring nature, and as administrators for the family's fishing boats. Also, women not directly involved in the fisheries sector play a central role in maintaining and changing coastal societies and various social institutions.

For a long time, the different roles of coastal women directly or indirectly involved in fisheries were invisible. But thanks to many studies done in different countries, women's important roles in the fishery sector and coastal communities have been illuminated and documented. In this presentation, I will not focus on where women are present in the fishery sector. I will, rather, focus on where women are not present. That is, not surprisingly, in decision-making processes and other positions of power related to fisheries.

Globally, most fish stocks are either fully exploited or overexploited. Overall, catches peaked in the 1970s or 1980s and have since declined. This is also the situation in Arctic fisheries. Major fish

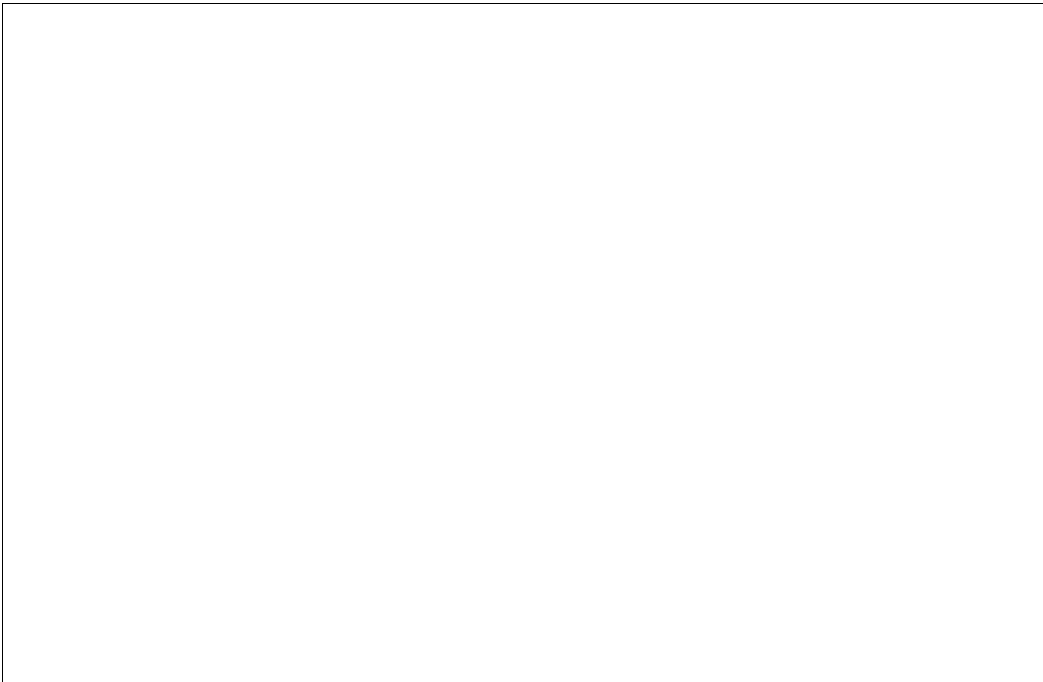
stocks have declined to a level close to collapse, like the Norwegian spring spawning herring in the 1960s and the North Sea cod and the Barents Sea cod in the late 1980s. Some stocks have totally collapsed, like the Newfoundland cod in 1992.

Collapse or serious declines in major fish stocks are seriously affecting local communities and families dependent on fisheries. This was painfully experienced in northern Norway during the resource crisis in the Barents Sea at the end of the 1980s, but it was still just a little breeze compared with the 1992 cod collapse in Newfoundland. After an almost total fishing moratorium for 10 years, the cod stock has still not recovered. Hundreds of fishing villages have collapsed, young people have left their communities and many families are socially and economically destroyed. What started as an ecological and economic crisis, fast turned into a social catastrophe.

As experienced both in Norway and Newfoundland, coastal women became 'first-line soldiers' in facing the social consequences of the fishery crisis. Many would agree that women took the main burden in order to cope with the different ways the social crisis hit them: How to handle the family household with a major fall in income? How to support your husband who has lost his daily means of livelihood? How to keep together social institutions in the local community? How to preserve the family's and community's dignity? Faced with the social consequences of the fishery crisis, in order to get by, women organized families in, and across, local communities.

### New solutions

However, what women did to solve these problems, was somehow expected and



nothing new. The crisis only made their roles more visible.

**W**hat was new—at least in Norway—was that women entered new roles by challenging the political mismanagement that led to the crisis. Fisheries management was no longer accepted as a monopoly for men. Fisheries management was no longer limited to biology or economy.

Fisheries management became highly politicized. Overfishing has to do with unsustainable development. Overfishing has to do with taking risks. Overfishing has to do with stealing others’ livelihoods. Overfishing is giving rights to some, and marginalizing others. Overfishing creates winners and losers. The victims of overfishing are not necessarily those who caused it. In Norway, these assumptions were, for the first time, challenged by women. But their demands and questions were not always welcomed by the establishment.

A common perception regarding fisheries management is that scientific knowledge about the marine environment, along with management models and catch control, is crucial for sustainable resource management. Indeed, it is in the Arctic countries that you find the world’s most expensive and advanced fishery research and management systems. But in spite of

this, people in the coastal Arctic are facing serious fisheries mismanagement and resource crises.

The Barents Sea crisis 12 years ago was mainly a result of too much fishing pressure. The joint Norwegian-Russian Fishery Commission’s policy was simply too risky. It ignored and exceeded the scientific quota recommendations that were too optimistic and based on too many uncertain factors. A similar situation was present in Canada. The scientists overestimated the cod stock, while the authorities ignored the uncertainties. Unregulated fishing by European Union (EU) vessels beyond the Canadian exclusive economic zone (EEZ) made the situation even worse. It is necessary to note that neither Canadian nor Norwegian and Russian marine scientists knew the critical level for collapse of the cod stocks. I don’t think they know it today either. What we know for sure is that the Newfoundland cod collapsed. The Barents Sea cod got one more chance.

**Barents sea crisis**

How did the Norwegian and Russian authorities utilize this chance? The Barents Sea crisis was followed by political promises of a more sustainable fishery management. The Norwegian government and parliament promised that control would be strengthened, overcapacity in the fishing fleet reduced,

and scientific recommendations followed when setting future quotas. It all started well. The cod stock recovered after a few years, and the Norwegian government even stated that Norway was the number one fishery manager in the world. Optimism rose in the fishery sector. So did the investments. On the Russian side came the market economy, and the increasing importance of cod as a source of export revenue.

**W**hat really happened in the 1990s was that the Barents Sea cod stock recovered and then declined, at a tempo we have never seen before. The fishing pressure reached its highest level ever—almost three times higher than the level recommended by the researchers. For the last five years, the cod stock has been beyond safe biological limits, or below the precautionary level set by the researchers. In addition, spawning has failed in the same period, according to the International Council for the Exploration of the Seas (ICES). How was a new period of mismanagement allowed to happen?

To put it in simple facts:

1. The scientists are still systematically overestimating the stock and thus recommending too high quotas.
2. The tendency to set the total allowable catch (TAC) higher than that recommended by the scientists has increased during the 1990s.
3. The authorities fail to control the fishing effort: The catch is systematically higher than reported and thus exceeds the TAC.

In 1997-98, both the Norwegian parliament and the joint Norwegian-Russian Fishery Commission decided that the quota setting and fishery management should be based on the precautionary approach. But, paradoxically, the discrepancy between recommended and agreed quotas reached its highest level after this. So did the fishing pressure.

Figures showing the level of fishing mortality and the discrepancy between

quotas recommended by ICES and the TACs agreed on, illustrate the will to take risks in the management of the northeast Arctic cod.

Fishing mortality is a measure of how many of the cod between five and 10 years of age are fished during the year. The precautionary level of fishing mortality recommended by ICES is at or below 0.42. The fishing mortality level associated with stock collapse is defined to be at or above 0.70. For 16 of the last 20 years, the fishing pressure has been in the latter category (see Figure on page 11).

The crisis in Canada established three important recognitions. The first is the possibility of extending or causing a long-term collapse in a fish stock. The second is the uncertainty connected with scientific marine research.

The third is that fisheries management is not only affecting fishers and the industry, but also families, entire communities and ways of life. The latter can be illustrated by the change in birth rate after the Newfoundland cod collapse. From being the North American region with the highest birth rate 10 years ago, Newfoundland and Labrador now have the lowest.

The first Barents Sea cod crisis, and the collapse of the Newfoundland cod stock, could—to a certain level—be defined as a result of lack of knowledge.

But the mismanagement of the Barents Sea cod stock in the 1990s happened openly, in spite of economic logic, in spite of drastic experiences, in spite of scientific recommendations, and in spite of knowledge about scientists' tendency to overestimate the stock. Paradoxically, the will to take risks has increased after the crisis, and, at the highest level, after the adoption of the precautionary approach.

#### Quotas set

An important question then is: Who set the quotas? Who has got the right to define the level of risk taken to manage natural resources that so many local communities depend on? The quota policy in the Barents Sea is decided in yearly bilateral negotiations between Russia and Norway. In both countries, representatives from

‘concerned groups’ are not only consulted, but participate directly, both in the national process of preparing the negotiations, and during the negotiations themselves.

**A** study I did in this field showed that concerned groups represented in the Norwegian quota policy play a crucial role in defining the Norwegian position before and under the bilateral quota negotiations. A similar study on the Russian decision-making process, done by other researchers, gave the same conclusions. In both countries, ‘concerned groups’ have exercised a major pressure in order to get higher quotas.

The 1992 United Nations Agenda 21 states that women, together with indigenous peoples, small-scale fishers and local communities, are important groups for a sustainable fishery management.

The 1995 UN Agreement on Straddling Fish Stocks and Highly Migratory Fish Stocks requires that concerned groups should be given access to information and participation in decision-making bodies managing straddling and highly migrating fish stocks. Lately, the trend is to include gender distribution as one of the social indicators that define sustainable fishery management. Hence, it is in accordance with international legislation and international norms to include women in fishery management.

As a modern coastal State and a country well known for its progressive gender policy, Norway—many would expect—would include women in fishery management, not only because of the international legislation and norms just referred to, but also because of the Norwegian equal opportunities law, which states that 40 per cent of each gender shall be represented in public committees and decision-making processes. Yet, the entire Norwegian fishery sector is heavily dominated by men.

At the resource management level, the Norwegian government is living with permanent exceptions from the equal opportunities law. Neither in decision-making processes on total quotas nor in processes where national quotas are distributed, are women among the actors representing the concerned groups. Resource management is simply none of our business, it would seem.

#### **Concerned groups**

The reason for this is seen in how the authorities define the concept ‘concerned groups’ in fisheries. Concerned groups who are consulted and given the right to participate in the quota policy are defined as owners of the fish processing plants, the fishermen’s association and the labour union organizing the trawler crew. This means that ‘concerned groups’ are limited to some particular interests that are

directly involved with fisheries. These particular interests are all dominated by men.

**A**s a result, women are not regarded as a 'concerned group' in resource management. In addition, major parts of the decision-making processes have no transparency. To sum up, women are not only excluded from being able to influence resource management, they are also denied information about the decision-making process.

Knowledge is power. But the right to define knowledge and to define the need for knowledge brings even more power. Who is controlling the knowledge level in the Norwegian fishery sector?

In spite of many well-educated women in fishery research, men control major parts of this field. Two years ago, the government established the Fisheries and Aquaculture Research Foundation. This foundation is yearly managing and distributing around 100 mn Norwegian kroners (around US\$13.3 mn) for fishery research.

Indeed, the money used for different kinds of fishery research plays a major role in the definition of political perspective and focus on the fishery sector. Should, for example, the bulk of the money be reserved for export- and technology-oriented research projects, or should it rather be used for projects oriented towards long-term resource management and development of rural areas dependent on fisheries?

Of course, the determinant factor is who the government asks to sit on the foundation board. They found only one woman, against six men. They had to set aside the equal opportunities law. Here again, the reason is how the authorities define 'concerned groups'.

Also, at the knowledge level, 'concerned groups' are defined as particular groups directly involved in the fisheries, and hence dominated by men. In other words, in the definition of the knowledge needed for the future marine sector in Norway, women are not regarded as a 'concerned group'.

A similar example can be given from a scenario project called 'Marine Norway 2020', promoted and financed by the Norwegian authorities and the fishing industry. The aim of the project was to define three different visions for marine Norway in 2020. Only five women were among the 45 persons who gave inputs to the process. The importance of this project is not for its prediction of the marine future. The importance is based on how the process is defining ideas and perceptions for the future fisheries, which, in turn, will influence the sector's policy development. What will be legitimate ideas and perceptions, and what will not? Anyhow, Norwegian women were not regarded as relevant contributors in developing the visions for the future marine Norway. Can we hope to be included after 2020?

Capital and leadership are also sources of power. Not surprisingly, the Norwegian fishing industry is owned by men. It is also men who administer the sector. But what about the new and booming aquaculture industry? Isn't it modern? Hasn't it included women? Well, the new leader of the fish farmers association is a woman. Other than that, the sector is heavily dominated by men. Along with the rationalization and industrialization in the 1990s, most of the women disappeared from the sector. It was mainly women with routine jobs who became redundant. At the top level, there are few women. When the leaders are recruiting new leaders, they often do it as an internal process. When they make external announcements, they ask for leadership experiences in the fish-farming sector. As a result, it is very difficult for women to get top positions in the sector.

#### **Fish farming**

The Norwegian fishing industry is the second largest national export industry. With the booming fish farming, the sector has also become ambitious, even with a vision of taking over the economic role of the oil industry when the oil boom era is over. Similar roles and visions are present for the fishery sector in other Arctic coastal States and areas too. At the same time, coastal Arctic people have experienced that the fisheries sector is extremely vulnerable, not least because of challenges to the management of the resources.

A common feature for many fishing communities in the Arctic is marginalization, caused by both overfishing and liberalization of fisheries legislation. In particular, these processes hit the traditional and small-scale communities, indigenous peoples and the social structures keeping coastal communities together.

In marine Norway, men control the natural resources, the major terms of knowledge production and leadership. They have the whole bunch of keys to terms and choices for the future marine Norway. Without having studied the situation in other Arctic countries, I will not state that Norway is representative of gender distribution in the entire Arctic fishery sector. But my feeling is that the situation is more or less the same.

For example, the Canadian Fisheries Resource Conservation Council, established in 1993, consists of 13 men. The council's objective is, to quote the mandate, "help the government achieve its conservation, economic and social objectives for the fishery". This includes public recommendations to the Minister on such issues as quotas for the Atlantic fishery as well as Canada's position in international management bodies such as the Northwest Atlantic Fisheries Organization. Further, according to the mandate, "members are chosen on merit and standing in the community". Note

that the council and its mandate were defined after the 1992 cod collapse, in a situation where the social catastrophe had become apparent. Haven't women enough merit and standing in coastal Canada to be regarded as appropriate advisers in the management of fishery resources? Is resource management none of their business? Why are fishery policy and resource management Arctic women's business?

Because women in the coastal Arctic depend on fisheries, just as much as men do. Because all of the Arctic countries are democracies, where women count as half of the citizens. Because UN recommendations and legislation state that 'concerned groups' should have access to information and participation in resource management bodies. Because the gentlemen managing the fish resources today haven't really convinced us that they do a good enough job. Because the future fishery sector and the well-being of the communities dependent on fisheries are not sufficiently taken care of by a monoculture of men, joining together in meeting after meeting, confirming their own perceptions. It is neither democratic nor healthy.

**Sustainable development**

Gender distribution is a matter of sharing power, responsibility and resources. It is also a matter of promoting welfare and sustainable development. The latter is at

<p>Norway</p>	
	<div> <p>the core of the ideas of the Arctic Council. I challenge the members of the Arctic Council to initiate a project to focus on Arctic women's role in resource management.</p> <p>First of all, we need to collect data to document and compare Arctic women's role in natural resource management. Secondly, we need to develop new models for the design of management bodies, in order to include women in the development of the Arctic natural resource-based sectors.</p> <p>The Arctic future depends on how we are able to manage our natural resources. As we so dearly have experienced, a fishery is more than mere boats, export value and tonnes. Fish is community, fish is family, fish is food. Fish is history and future, business and culture. Fish is power and welfare, conflict and peace, sorrow and happiness, rights and obligations.</p> <p>This calls for a widening of our perceptions about the scope of the fishery sector. That includes a change in the definition of 'concerned groups' in the design of decision-making bodies shaping the marine Arctic future.</p> <p>As long as women are disregarded as a 'concerned group' in the fishery sector, we will not be able to influence the development of the fisheries. As long as men control all the keys to the marine</p> </div> <div> <p>Arctic future, coastal women's role is limited to facing the consequences of men's decisions.</p> <p>So, what do you do when somebody has taken all the keys? You change the locks!🔑</p> </div> <div> <p>This is a slightly edited version of a paper by Bente Aasjord (baasjord@online.no) presented at the Conference on Gender Equality and Women in the Arctic Council, 3-6 August 2002, at Saariselkä, Finland</p> </div>

# Uncle Ga Ong’s lagoon

The fight over the Binnan industrial complex on the Chiku Lagoon in Taiwan was a tug-of-war between conservation and development

This is a story of an old fisherman, a story about how fisher people fought against two big industrial groups to protect their rights, a story that our descendants on this land will not forget.

Early in the morning on a day like any other ordinary day, Uncle Ga Ong (Chia-Wan Chen in Mandarin), a 64 year-old life-long resident of Chiku, arrived at the Chiku Coastal Protection Association, a self-help fishworkers’ organization, where he has voluntarily worked since its inception. He takes care of the association. Wherever there is a mess, Uncle Ga Ong would clean it up; wherever there is trash, he would pick it up.

Not only is Uncle Ga Ong a respected elder in his village, but he is also well known among environmentalists in Taiwan. Like all other fisher people in Chiku, he has, since very young, made a living from the Chiku Lagoon, the largest remaining lagoon in Taiwan.

In the peaceful coast of Chiku, the rhythm of nature dictates when to collect fish fry, when to farm oysters, and when the seasons and tides change. Likewise, the wintering black-faced spoonbills (*Platalea minor*) in the nearby estuary follow the rhythm of seasonal migration.

However, since the Binnan Industrial Complex was proposed to be built on the Chiku Lagoon, Uncle Ga Ong, the endangered black-faced spoonbill and the Chikuan fisherfolk have been swept into a tug-of-war between the forces of conservation and development.

The Binnan project was proposed jointly by the Tuntex Group and the Yiehloong Group in July 1993. A steel and

petrochemical complex was planned to be built in a 3,000-hectare site. The developers claimed that this project would contribute to economic development locally and nationally by creating 30,000 jobs, \$37.6 bn NT (US\$1.1 bn) in annual tax revenue and \$410 bn NT (US\$12.1 bn) in annual production value.

The reaction to the proposed project was mixed. The local fishworkers and environmental groups adamantly opposed it. The fisherfolk believed that the promised jobs would mostly go to imported foreign labour, and the development would severely impact on the quality of water and the ecosystem of the lagoon. They vowed to fight the project to the end.

On the other hand, local township officials, representatives and absentee landowners thought the industrial project would bring prosperity to the poor and backward coastal community. They welcomed the project with open arms. Frustrated by the opposition of the fishworkers, some even threatened them with physical violence. Many volunteers and local fishworkers in the anti-Binnan movement were beaten up and severely injured. The violence has cast a dark cloud over the movement.

“Why can’t we determine our own way of life?” Uncle Ga Ong asks in what is both a question and a modest wish of the Chikuan fisherfolk. All they ever want is to choose a peaceful and self-sufficient way of life on their own land.

### Self-help organization

Seven years ago, Uncle Ga Ong called on the fishworkers in his village to form a self-help organization to defend their way of life and thus began their long fight against the two corporations proposing



the Binnan project. Uncle Ga Ong himself took up the burden of becoming the organization's general secretary and virtually stopped his fish-pond and oyster-farming work. To support his family, he even had to borrow money from an insurance company. However, he insisted on accepting no pay from the organization or from others.

**W**ith the growth of the anti-Binnan movement, the little-known township of Chiku became the focus of national and even international attention, and Uncle Ga Ong became the designated tour guide for all sorts of incoming visitors, ranging from research institutes to the media. He is always enthusiastic about taking visitors around so that more people can witness the beauty of the lagoon and hear the voice of the fisherfolk. Uncle Ga Ong's selfless devotion emboldened the fishworkers to fight for their survival, and the small fishing village of Lungsan, adjacent to the Chiku Lagoon, has won the respect and assistance of people outside.

There are only 500 households in Lungsan, and over 90 per cent of the residents have worked as fishers for generations. The high productivity of the Chiku Lagoon and the surrounding shore not only supports the residents of Lungsan but is also important for the livelihoods of thousands of people who

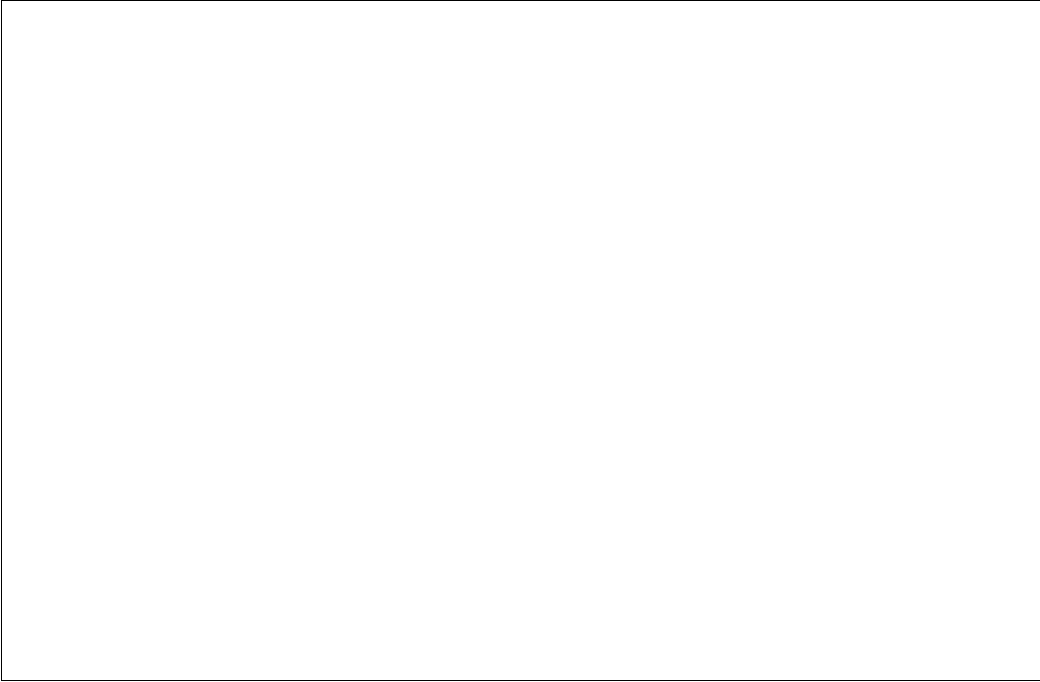
depend on the lagoon, which is also a habitat for important species of wildlife, including the endangered black-faced spoonbill. The Chiku Lagoon and the surrounding wetlands are critically essential to the ecosystems of southern Taiwan.

According to a study funded by the National Science Council of Taiwan, the productivity of the Chiku Lagoon is 45 times that of tropical coral reefs and four times that of a tropical estuary. The lagoon is free of heavy-metal contamination; thus, there is no health and safety concern about consuming the fish and shellfish caught in this area.

For hundreds of years, the wetland has been like a mother to the residents of Chiku. It is also the most important wintering ground for the globally endangered black-faced spoonbill. A study by the Wild Bird Society of Tainan City indicates that the vast extent of fish ponds and wetlands in Chiku provides important sources of food and an undisturbed habitat for the spoonbill. The habitat is important for the nesting success of the spoonbills after they return north and is critical for the conservation of this endangered species.

**Water exchange**

The Chiku Lagoon exchanges water with the ocean once a day through two inlets at its northern and southern ends. The



exchange is critical for maintaining water quality in the lagoon.

The Binnan project proposes to fill the northern inlet and will, therefore, have a severe impact on the functioning of the lagoon ecosystem, particularly on its self-cleansing mechanism.

It will threaten the fishing and oyster farming activities that support the local community. It will also impact on the food sources of the spoonbills. Though the spoonbill has long been known to the local people, no one paid particular attention to the species until the Binnan development was proposed.

The project made the fishworkers realize that their survival is tied to the birds that share the coastal ecosystem. The birds, which regularly forage in their fish ponds, in fact, became their guardian angels.

In May 1996, in the midst of local violence and conflicts, the Binnan project began the second phase of its environmental impact assessment. The battlefield thus moved from the local community to Taipei, where the project was reviewed by a committee.

Since then, Uncle Ga Ong has begun his frequent trips between Chiku and Taipei to represent the voice of local fisherfolk before experts and committee members. Equipped with only elementary school education, Uncle Ga Ong diligently studied the relevant materials and consulted visiting scholars and experts.

In explaining why he fought against the proposed project, Uncle Ga Ong exhibits the modesty and innocence of a fisherman and a firm belief in truth. He says that he is not simply against industrial development. Rather, he believes that the government needs to provide a convincing industrial policy and planning methodology for land use.

In fact, the mild-tempered Uncle Ga Ong has played a rational and mediating role within the anti-Binnan movement. He believes everyone should have a right to express their opinion even in a highly contentious situation. He always reminds his fellow activists to persuade and

TEPUT

For years, the Taiwan Environmental Protection Union, Tainan Branch (TEPUTNBR) has been devoting its efforts to conserve the Chiku wetlands and the black-faced spoonbills, and resist polluting industries, that is, the steel mill and petrochemical plants proposed in the Chiku area.

TEPUTNBR co-operated with scholars and the local fishermen in the environmental impact assessment process for the plants, to provide to the relevant authorities scientific evidence and grassroots opinions. Public campaigns for this issue, including field trips and training camps, were held regularly.

TEPUTNBR also helped local fishworkers to organize themselves to fight against the polluting plants. The training programmes on ecotourism and recreational fishery aim to help the fisherfolk preserve their ways of living and improve their economic status.

From the collaboration with the Chiku fishworkers, TEPUTNBR has learned important lessons on sustainable development.

communicate with their opponents in rational and peaceful ways. However, reflecting on the movement, Uncle Ga Ong has much to say about the frustrations of a humble fisherman fighting against large corporations, particularly about the violence that the fishworkers were subjected to.


During the days of intense confrontations, he told his family that if he were killed, he would like to be cremated, and he would like to have his ashes scattered over the lagoon that has accompanied him all his life.

Last sanctuary

“Chiku Lagoon is the last sanctuary on the west coast of Taiwan,” says Uncle Ga Ong. Despite lacking any in-depth knowledge of ecological science, he knows that the clean and rich lagoon, handed down by ancestors, needs to be kept intact for future generations. This modest hope is not just Uncle Ga Ong’s but is what is longed for by those who are generally concerned about social justice and well-being of the Earth.



**A**fter nine years of struggle, on 22 August 2002, just before the World Summit on Sustainable Development in Johannesburg, the President of Taiwan, Chen Shuibian, came to Chiku and announced that the Chiku Lagoon would be a paragon of ecotourism, as well as sustainable development in Taiwan. This implies that the Binnan project is likely to be scrapped.

Chiku’s fisherfolk appear to have won the tough battle. 

This article is by Wenchi Tsai, Supervisor of the TEPUTNBR, Tzuchien Chang (jacob7349@seed.net.tw), General Secretary of TEPUTNBR and Jeff Hou, Assistant Professor, University of Washington

# Mussel muscle

**Around the Ashtamudi estuary in south India are a few examples of community initiatives in managing inland fisheries resources**

Beyond the palm trees and shining waters of the enchantingly beautiful backwaters of Kerala, India, some community initiatives towards estuarine resource management are taking place that deserve attention. A specific example is located in the Ashtamudi estuary in Kollam district, the second largest estuarine system in the State.

Historically, the town of Kollam had flourished as a centre of trade with China, and later with the Dutch and the Portuguese. The renowned traveller Marco Polo had set foot on Kollam during his journeys, when black pepper was one of the most sought-after merchandise there.

The landscape surrounding Ashtamudi has changed little since the time of Marco Polo. Everywhere one looks, deep green palm trees stand still. On the edge of the estuary, palm trees hang over, as if watching their reflections on the calm water.

The region's prosperity derives from trade-related activities, and the most prominent economic activities in and around Ashtamudi estuary today are fishing and coir manufacturing. Although fishing has been the traditional occupation of the inhabitants of the region from time immemorial, Ashtamudi's vibrant fishing practice entered the estuary in the 1950s and early 1960s, when fishing turned into a localized industry of artisanal fishermen using traditional craft and gear. By the late 1960s, the international demand for prawns opened up a possibility for commercial fishing in the region. The construction of the Neendakara fishing harbour led to the flourishing of commercial fishing activities in the region. Norwegian aid not

only contributed to the development of the harbour, but also to the mechanization of fishing craft, which created an apparent economic class difference among the communities.

The inland fisheries in Ashtamudi estuary include both capture and culture fisheries. For capture fishing practices, stake net (locally called *kutivala*), Chinese net (*cheena vala*), gill-net (*vysali vala*), cast-net (*veesu vala*), drift-net (*ozhukku vala*) and trawl net (*koru vala*) are used. Although the fishing industry supports the livelihood of the majority of people in this region, the inland fisheries remain at the subsistence level. The decrease in per capita catch is also evident partly due to the increasing number of fisherfolk in the region. Consequently, the fishing industry in Ashtamudi estuary is no longer on the rise. Rather, it is on the decline due to inadequate management of the estuary. Moreover, despite the fact that the estuary supports a lucrative fishery, no effort has been made so far to assess the exploited fishery resources.

In this market-driven resource milieu, Ashtamudi estuary has a few examples of community initiatives in managing inland fisheries resource. Though often overlooked, the initiatives are certainly worth studying for their distinctive practices.

## People's plan

Nurturing fish by marking off a protected area within the estuary is a community initiative, a first of its kind in inland fisheries in Kerala. Fisherfolk have recognized the importance of allowing fish to grow and, thus, have set aside a 'fishing prohibited' zone in the estuary. Motivated by the Kerala State's Peoples' Planning Campaign, one hectare of estuary was fenced off and declared as a

no-fishing area, with the financial support of Rs100,000 from the Chavara block *panchayat* (local governing body) and the technical support of the Brackish Water Fish Farmers Development Agency. (As part of the decentralizing Peoples Planning Campaign, a three-tier administrative structure exists in the State, comprising district *panchayats*, block *panchayats* and *grama panchayats*.)

**T**hey created artificial reefs with tree branches and concrete slabs. The fisherfolk of four *grama panchayats*, namely Chavara, Thekkumbhagam, Thevelakara and Neendakara, are benefiting from this bioreserve. The catch has tremendously increased, especially of pearl spot (*Etroplus suratensis*), locally known as *karimeen*, a delicacy in Kerala cuisine.

Collection of mussels for their meat has a recent origin, compared to other inland fishing activities in Ashtamudi estuary, and is only a generation old, though shell collection for lime is an ancient practice. The shell collectors used to consume the mussel flesh sometimes, if the mussels were caught live, but only marginally. However, with the increased demand in the export market for mussel meat, a small group started collecting the live shells, which are abundant in some selected pockets in the estuary. The participation of family and community in the mussel collection makes the practice unique and noteworthy.

There are about 1,000 families at Dalawapuram village in Thekkumbhagam involved in harvesting the rich mussel bed of the region. The nature of the resource necessitates a proper regulation of who catches where. This has been well observed by the community, even though there is pressure from the market for more mussels.

Each household has demarcated its fishing ground in the estuary by placing tree branches in the water about 20 to 50 m away from the land border of their houses. The males in the family collect shells manually, standing chest-deep in the water, and using a small hand-net. Shells are collected in the morning, when there is an ebb tide and the water column

is low. By noon, the collected shells are taken home, adjacent to the fishing ground. The female members and the children of the family sort the shells, returning the young mussels to the estuary to grow. In other parts of the estuary, some people exploit the mussels for cattle and duck feed, irrespective of their maturity.

The fishermen receive an average of Rs150-200 each day; however, the catch is available only for a third of the year. During the breeding period, the community has to frequently cope with the death of mussels due to the high nitrate content in the water. The community claims that this is caused by the runoff of fertilizers and pesticides heavily used in the upland regions.

There is no organized society in the mussel collecting community that facilitates the collection of the meat for the export market, and so, a few agents who act as middlemen reap the profits. They collect the mussel meat from each household and transport them to the export businesses, based mostly near the Neendakara fishing harbour, 6 km from the village.

Scientific studies have indicated that the breeding period of the mussels is during November to February, and the State government has imposed a ban on shell collection during that period. In reality, the actual breeding period is never fixed, but depends on tide character and other weather variables, and may sometimes prolong for another month or so. The community is very aware of this, and observes a consensus not to collect shells during that time, in addition to observing the government restriction.

Nonetheless, such community initiatives are not free of the profit motive. In the case of the inland fishery, influential fishermen in the area have piled up tree branches close to the fenced-off area. Fish aggregating devices prevent fish from moving to other parts of the estuary. As a result, they make a large catch, while denying other fishermen their catch. To an extent, it can be said that these fishermen have privatized the fishing ground, while other marginalized fishermen suffer from low catches. Moreover, those fishermen

who use fish aggregating devices outside the fenced-off area also catch juvenile fish, which affects future catches.

A collective community-level effort of this kind is important in managing resources for sustainable fisheries. Given the scenario of dwindling mangrove vegetation, which traditionally functioned as natural bioreserves, more initiatives are needed to develop bioreserves in the estuaries and backwaters of Kerala.

Community initiatives of this kind lend hope for the sustainable management of inland fishery resources.

This article has been written by geographers M. Muralikrishna and Yumi Onishi of Gaia Info Systems (gaia@vsnl.com), Trivandrum, India, a research consultancy for coastal studies, natural resource management and Geographic Information Systems

# Global economy, global fisheries?

An account of the 20th anniversary conference of  
the International Institute of Fisheries Economics and Trade

The International Institute of Fisheries Economics and Trade (IIFET) is an organization primarily for fisheries economists. Its 20th anniversary conference, IIFET2002, was held in Victoria University in Wellington, New Zealand from 19-22 August 2002. Delegates from over 40 different countries represented numerous occupations and fields like pure economics (including those who advocate perspectives of property rights distributed by market-based regulation), fisheries management, regional and national fisheries organizations, seafood industries, environmental organizations, national and State governments. This diversity meant that the conference's principal topic, 'Fisheries in the Global Economy', was as dynamic as the setting.

Presentations, discussion and debate centred on the following themes:

1. The international seafood trade: rules-based reform
2. Economic solutions to customary, aboriginal and traditional fishing rights issues
3. Fisheries management through regional fisheries organizations
4. Ecosystem and oceans policy approaches to fisheries management
5. Aquaculture
6. Marine resources for recreation and tourism
7. Theoretical and empirical bioeconomic management
8. Future paths for rights-based fisheries management

9. Co-management: devolution and beyond

Lead speakers presented the conference with an overview to delineate issues and offer challenges. But, with at least three of these themes running concurrently and three additional special topics, it was impossible to cover all the important papers. My choices were shaped by my areas of knowledge and belief that individual transferable quotas (ITQs), co-management and aquaculture were the topics likely to have most direct implications for small-scale fisheries in developing countries. Brian O'Riordan's report in *SAMUDRA Report* No. 32 on ITQs quotas in Chile confirmed the fear that ITQs could enable corporate and large-scale fishers to gain access to artisanal fisheries.

While it was stated at the conference that management using ITQs are not appropriate in artisanal fisheries, it was overlooked that individual quotas, as in this case, are already being issued for species on which artisanal fishers also depend. Co-management has been regarded as an alternative to rights-based management that is more appropriate for small-scale fisheries and fishing communities, while the exponential growth of aquaculture will have profound impact on capture fisheries, especially in inshore areas.

## Rights-based management

Significantly, IIFET conferences have been important forums for the development of fisheries management with ITQs, now commonly referred to as 'rights-based management' (RBM). New Zealand has hosted two conferences, the first in 1984, held just as the deep-water fisheries were being privatized and ITQs were being debated for the coastal fisheries. Since

some of the major theoreticians and prominent developers of ITQs were also at that conference, there appears to be a profound relationship between key IIFET members and the development of New Zealand's Quota Management System (QMS) that uses ITQs. Now, two of them were here at IIFET2002. Lee Anderson, President of IIFET, opened the conference, while Peter Pearce, Emeritus Professor, University of British Columbia, was keynote speaker for Theme H: Future Paths for Rights-Based Fisheries Management.

**P**earce had not only co-authored one of the most significant papers leading to the introduction of ITQs, but he had also wrote the 'Pearce Report' reviewing current States and a call to "build on progress", concluding that the fishing industry should be more involved in fisheries management, and further defining stakeholders' and community rights, recommendations that were incorporated into the 1996 Fisheries Act.

The majority at the conference seemed to accept, if not strongly advocate RBM. From the perspective of economists and industry spokesmen, it was regarded as 'strengthening the rights' and, from the point of view of social scientists and the few community representatives, as 'closing the commons'. In his keynote speech, Pearce noted that ITQ systems have expanded exponentially. There are

now 200 ocean species 'ITQed' and Australia, New Zealand, Netherlands, Greenland and Iceland use ITQs, while Canada and Chile have individual quotas in some fisheries. There were problems, biggest for fishermen being initial allocation, while displacement of fishermen and communities were the biggest for others.

The economists at IIFET2002 did little to deal with such negative externalities. Indeed, Lee Anderson felt that the problems were exaggerated and each fishery is different. Pearce, in turn, asserted that documentation provides a convincing conclusion that RBM is successful in reducing the depletion of fish stocks and poor economic performance. In particular, he cited the paper of Ragnar Arnason, Professor of Fisheries Economics, University of Iceland, comparing ITQs in four countries—Iceland, Greenland, Holland and New Zealand—which claims that, with ITQs, average catch per gross registered tonne doubled, and average catch per fisherman is thrice that in non-quota countries, and that ITQs are the only fisheries management system that can provide these successes.

#### Maximizing value

ITQs, he argued, can strengthen the economics of fisheries organizations due to the alignment of individual fisheries with positive incentives, elimination of



fishing costs and maximizing the value of the catch. ITQs strengthen fishermen's property interests in fisheries through the exclusivity, duration, security and transferability of the rights.

New Zealand has used ITQs to manage fisheries comprehensively, but was criticized for getting on with the job and not analyzing the issues or disseminating the experience. Pete Hodgson, New Zealand's Minister of Fisheries, in his plenary address, was at pains to present a favourable perspective, noting that many scientists from both New Zealand and overseas would be presenting papers on the country's experience, and hoped that this would redress the lack of information.

He stressed the economic benefits of ITQs to the seafood industry. The security and business confidence that ITQs provided companies with, enabled them to make large investments in quota, vessels and equipment so as "to produce value-added products for specific export markets".

While not referring to the concentration of quota, he claimed, more controversially, that given the decline of the owner-operator sector of the industry, good results were also generated in the social area. Some aspects of management had been devolved from government to

industry. For example, the registry that tracked quota ownership and catches was now operated by an industry-owned company.

The minister also attributed the ITQ system with the resolution of Maori claims to the fishery. It 'precipitated', he said, "successful claims by Maori against the government for breach of the Treaty of Waitangi by preventing Maori from exercising their fishing rights...Operating within the ITQ system, the government bought quota from the industry and transferred it to Maori". He proposed "two areas for future development of rights-based management systems: first, the incorporation of ecosystem considerations into fisheries rights, and second, the extension of rights-based systems to incorporate other uses of the marine environment", and challenged delegates to determine how this could be achieved.

**ITQ critic**

The majority of presentations at IIFET2002 supported RBM, but a few were critical. Parzival Copes, Emeritus Professor of Economics, Institute of Fisheries Analysis, Simon Fraser University, Canada, perhaps the most prominent international critic of ITQs, noted that the terminology of 'rights-based' fishing wrongly restricted recognition of 'rights' to ITQ systems, whereas "any managed fishery has rights effects".



**H**e compared application of limited-entry licences and individual quota management systems, each with transferable and non-transferable subsystems for the management of different types of fisheries in industrialized countries. He concluded that the most appropriate fisheries using ITQs were large-scale industrial fisheries for low-value stocks.

Concentration of ownership of quota to bigger companies is one of the significant criticisms of ITQ systems. James Stewart and Peter Callager of UNITEC Institute of Technology, Auckland, New Zealand, analyzed quota concentration in New Zealand by identifying the top 10 species by volume and the top five species by popularity in terms of the domestic market and recreational fishing, and then calculated concentration measures for the top 20, 10 and four quota-owning and holding companies. They found that concentration of ownership had increased for all 15 species, that the New Zealand fishing industry has become more concentrated since the introduction of ITQs, that the most significant changes were for snapper and *tarakihi*, both coastal species important as recreational and retail species with high commercial value, and that concentration of ownership is greater in deep-water fisheries.

Clearly, under RBM, quota ownership and, therefore, the commercial fishing right has shifted from small-scale and community-based operators to the big companies. Would, therefore, the extension of RBM to other users of the ecosystem mean that rights to use and enjoy the marine environment would shift to larger-scale commercial and corporate entities in the same way?

Cath Wallace, Senior Lecturer in Public Policy and Economics, Victoria University of Wellington, New Zealand, pointed to a serious contradiction in New Zealand's rights-based system. She noted that the purpose of the New Zealand Fisheries Act 1996, the statutory framework for the QMS, provides for "the utilization of fisheries resources while ensuring sustainability" and that "ensuring sustainability" is defined as "maintaining the potential of fisheries resources to meet the reasonably foreseeable needs of future generations;

and avoiding, remedying or mitigating any adverse effects of fishing on the aquatic environment". Yet, when she asked Ministry of Fisheries officials what provision had been made in the Act for that purpose, her question was regarded as malicious. Such a fundamental purpose—the sustainability of the marine ecosystem—was, for such a rights-based system, somehow so inimical to it.

Co-management has often been seen as an alternative to RBM, especially for indigenous peoples and fishing communities. For example, Oumarou Njifonjou, of the Fisheries Research Station, Cameroon, showed for the community fishery of Aby Lagoon in Côte d'Ivoire that co-management arrangements were evolving to facilitate an improved sense of ownership, empowerment and access of fishers and other stakeholders to resources—if poverty is not just low income but also loss of self-esteem and reputation, absence of education and healthcare or from prejudice and discrimination. Co-management arrangements here have also helped enhance sustainable livelihoods and coping mechanisms, alleviating the incidence of poverty in these communities.

Tracy Yandle noted that the literature has focused, as in Aby Lagoon, on co-management as arrangements combining community and bureaucracy-based management, but in New Zealand, co-management has developed out of a market approach. Here "non-core" management responsibilities have been "devolved" to quota-owning groups, which are defined in the legislation as stakeholder groups. She believes that a key foundation of co-management is that users have "a strong bundle of property rights".

#### **Co-management**

With RBM attracting increasing attention for global fisheries and so strongly advocated by the majority of delegates at such a prestigious conference as IIFET2002, does this mean that the definition of co-management becomes closer to participation by quota owners, as in New Zealand, to the exclusion of others? Will this mean that the economic benefits will flow increasingly to large-scale and

corporate entities to the detriment of small-scale fishers and coastal communities?

**A**t the session on aquaculture, it was pointed out that aquaculture is either privately or corporately owned and, therefore, has major consequences for coastal ecosystems and communities. Plenary speaker Gunnar Knapp, Professor of Economics, Institute of Social and Economic Research, University of Alaska, showed the explosive growth of aquaculture and its impact on capture fisheries. While noting major environmental impacts such as spatial competition, alteration through the introduction of antibiotics and waste, the introduction of other species, and disease transfer, he claimed “the most significant effects of aquaculture on wild fisheries will be market effects, and their resulting political and management effects.”

The direct consequences of aquaculture result in changes in the economic conditions, which affect “political support for wild fisheries, which, in turn, affect subsidies for wild fisheries and allocations between commercial and other uses of fish”. The “direct effects of aquaculture”, therefore, “lead to changes in the management of capture fisheries.” Unlike capture fisheries, aquaculture has the ability to change with aspects such as feeding regimes, bio- or genetic

engineering and the introduction of antibiotics. Aquaculture, therefore, has greater control over products. Aquaculture is market-driven, with potential market effects on wild fisheries far beyond increasing the supply of similar products. Not only can aquaculture supply what the market wants when it wants, but it can also create new products to meet existing demands, change consumer tastes and demands, and change short-term dynamics such as price cycles as in the meat and poultry markets. Indeed, large-scale aquaculture will “affect the distribution and retailing of seafood” and “change the balance of economic and political power in the seafood industry.”

A special session was held on ‘Fish and Food Security and Income in Developing Countries: Role of Growing Aquaculture and Changing Trade Regime’. In his introduction and overview, Mahfuzuddin Ahmed from ICLARM-The World Fish Centre, put Knapp’s analysis into global and regional perspectives. He informed that such factors as liberalization and growth in fish production and trade have resulted in major structural changes over the past several decades in the world supply and demand for fish.

#### Aquaculture

In particular, improvements in “fish breeding and fish farming have made aquaculture the world’s fastest growing

food-producing sector". In the developing countries, where fish exports are growing, this was even more dramatic than in the developed countries. Indeed, in the low-income food deficit countries (LIFDCs), fish is paying for growing food imports.

**A**mong the developing countries, China has the biggest growth in per capita consumption. By comparison, in the developed world, capture fisheries are stagnating and overall fish production is declining, despite expanding aquaculture. Even so, the developed countries are benefiting at the expense of developing countries. Just what the consequences will be for ecosystems or downstream externalities are uncertain.

From his team's economic modelling, Christopher Delgado, Senior Research Fellow, International Food Policy Research Institute, Washington, presented production and trade trends up to 2020. First, the production share of the developing countries will rise from 73 per cent in 1996-98 to 79 per cent in 2020, and about 5 of the 6 per cent increase in share will be accounted for by China.

Second, the share of aquaculture worldwide is projected to increase from 31 to 41 per cent by 2020. While China's share of food fish production from aquaculture will increase from 59 to 66 per cent, other developing countries' share of production from aquaculture will rise from 17 to 27 per cent, a larger relative change. The share of aquaculture will increase worldwide, but especially in the developing countries, and not just in China.

Third, the share of low-value fish in the total food fish trade is remarkably stable, at about 48 per cent. The overall shares in total food fish production of high- and low-value finfish capture species will fall (by 4 and 6 per cent of total production, respectively), but the production shares of low-value finfish and (high-value) molluscs and crustaceans from aquaculture will rise enough by 2020 to compensate for this.

IFFET2002 concluded with a review of each of the conference themes by the plenary

lead speakers, indicating either the points missed or putting forth a different perspective. Lori Ridgeway, Chairperson, OECD Fisheries Committee, referred to the engines driving fisheries—expanding aquaculture, declining capture fisheries, economic liberalization and trade expansion. The themes stressed sustainability, markets, health, products and the value chain. Apart from technical barriers to trade, the impacts of globalization on developing countries, and questions of integration of trade and management were also dealt with. The fundamental issue was managing resources to produce food and, while there is an opportunity to address management and trade in fish products, an integration of both is needed.

On 'Economic Solutions to Customary, Aboriginal and Traditional Fishing Rights', Tom McClurg of Ernst & Young, Wellington, New Zealand, said that the challenge issued by the Minister of Fisheries related not just to Maori and indigenous people but to the whole conference. There were four challenges: structure, training, co-operation and integration. The Waitangi Fisheries Commission, which manages the quota granted to Maori to settle their grievances, has set standards for the allocation of quota to Iwi (Maori tribes). Maori are new entrants into all parts of commercial fisheries, including fisheries management. The challenge is: how do customary rights integrate with commercial rights held by the same people? While New Zealand Maori fisheries attracted most attention, there were also interesting case studies presented for people from other countries.

#### **Equitable allocation**

The focus of 'Fisheries Management Through Regional Fisheries Organizations', said Michael Lodge, Legal Counsel, International Seabed Authority and Head of the Preparatory Conference for the Western and Pacific Fisheries Convention, was on the need to reform the existing organizations in terms of major challenges, how to apply ecosystem-based management, ensure equitable allocation and deal with free riders or non-members. High-seas property rights were seen as a possibility for overcoming management difficulties,

while UN proposals on high-seas property rights and trade measures could be used to deal with free riders.

**J**onathan Peacey, Chief Policy Analyst, Ministry of Fisheries, New Zealand, summarizing the 'Ecosystems and Oceans Policy' theme, said it is imperative to incorporate ecosystem management into fisheries management. Ecosystems were dynamic, not static. Though changes were needed in institutional arrangements, costs would be problematic. Interaction with stakeholders was part of the process.

On the theme of aquaculture, Gunnar Knapp questioned the potential for economic development, especially with rapid economic change. How do we address environmental externalities? Associated problems are those of depressed world agriculture prices and trade conflicts. Finally, no capture fisheries will escape the impacts of aquaculture.


On the future paths for RBM, Jon Sutinen, Department of Environmental and Natural Resource Economics, University of Rhode Island, said that we are learning more of the experience of 'strengthening the rights' (Peter Pearce) or 'closing the commons' (Bjorn Hersoug of the Norwegian College of Fisheries Science, University of Tromsø). Surprisingly, it was confessed that delegates do not have a good understanding of the opposition to strengthening RBM. There was discussion of institutional building and the design and implementation of new institutions, integrating non-commercial and non-extractive stakeholders in stronger RBM. There is tension in choosing between the government and the market in an either/or situation, but markets are social constructs for resolving conflict.

The mini-seminar on management of Pacific Islands fisheries showed their diversity, the extent of problems and interests shared, and the potential for development. Speakers talked of the widespread desire to develop local industries rationally and sustainably, that all those who fish in the Forum Fisheries Region, both local and foreign fleets, should play by the rules, while ensuring compliance and equitable returns from

the resource. There is a need for developing regional co-operation by sharing access rights, and greater assistance required in management planning and training human resources.

The perspective on fisheries in the global economy, which I got from the conference, was one of rapid development of a 'rights-based' management where the essential 'rights' concerned are those of private or corporate ownership and where market values dominate. Indeed, 'rights-based' management, in keeping with other major global trends such as globalization, corporatization and liberalization, is being promoted as the solution to problems in fisheries management regionally, nationally and internationally. The explosive growth of aquaculture has been facilitated by being market driven and is even expected to influence the management of capture fisheries. Projections of present trends indicate that most growth in fisheries, especially in aquaculture, will occur in the developing world, particularly in China.

While co-management—in the sense of governments and local communities bearing a joint responsibility—and the aquacultural production of low-value species, do offer some hope for some of the world's poor, just what the consequences will be for the majority of the world's small-scale fishers and the communities that both support and depend on them was, however, an externality not generally considered.

In the end, IIFET2002 has strengthened, rather than alleviated, my concerns for the environmental and social aspects of fisheries. 

This report has been filed by Leith Duncan (mile@ihug.co.nz), Environmental Fisheries Consultant, New Zealand

# Talking the fishing

**Cosme Caracciolo, President of the National Confederation of Chilean Artisanal Fishermen, criticizes the EU-Chile fisheries agreement**

Recently, the Brussels Office of the International Collective in Support of Fishworkers (ICSF) and the Coalition for Fair Fisheries Arrangements (CFFA) hosted a visiting delegation from Chile.

The two delegates were Juan Carlos Cardenas, Director of Centro Ecoceanos (and a member of the coastal network 'Parlamento del Mar') and Cosme Caracciolo, the President of the National Confederation of Chilean Artisanal Fishermen (CONAPACH).

Cardenas and Caracciolo had been invited to Rome to participate in the NGO Forum for Food Sovereignty, an event organized by civil society organizations in parallel with the 'World Food Summit: Five Years Later' conference held at the headquarters of the Food and Agriculture Organization of the United Nations (FAO). As they were in Europe, they took the opportunity to visit Brussels, the institutional headquarters of the European Union (EU).

The recent signing of an 'Association Agreement' between the EU and Chile, and concerns that the fisheries aspects of the agreement would prejudice the rights and situation of the artisanal fishing communities was the reason for their visit to Brussels.

The signing of the agreement comes at a time when the Chilean government, despite considerable opposition, is trying to push through a new fisheries bill that will privatize access rights to fisheries resources.

In this interview, Cosme Caracciolo provides some insights into the reasons why the 40,000 fishermen and seaweed

harvesters, together with their families and coastal communities, are concerned about the agreement with the EU.

**Q: After spending a week here in Brussels meeting with Commission officials and parliamentarians, how do you now feel about the agreement with the EU?**

**A:** When I visited the European Parliament, I was amazed to learn that the elected representatives of the European people were as ignorant as the Chilean Parliament about the content of the agreement. Despite its wide-ranging implications, the Fisheries Committee of the European Parliament had not received the full text, let alone been briefed about the agreement. I thought that such things only happened in Chile!

I was also impressed by the lack of transparency, and by how much misinformation there is about the agreement. For example, I was very surprised to hear the response of Spanish Fisheries Minister to the parliamentary questions on the agreement. He claimed that the agreement does not grant access, but only facilitates exports. He then went on to say that the closure of Chilean ports to EU vessels fishing in international waters meant that repairs could not be carried out, refuelling could not take place, and that sick fishermen could not be disembarked. The ports' closure only applies to the landing of fish catches. His claims about sick fishermen, refuelling and repairs are completely untrue.

I was also very interested to learn that a Sustainability Impact Assessment (SIA) will be carried out on the agreement, but so far, the fishing communities of Chile

have not been consulted. There also needs to be a much greater emphasis on the shared responsibilities of the EU and Chile on issues like resource conservation, respect for food security and the livelihood rights of the coastal communities, and, most importantly, promoting sustainable development of the fishery for the benefit of the Chilean people. So far, dialogue on such issues seems to have been lacking.

We are also very interested to learn that the agreement contains provisions for co-operation. We would like to know how the artisanal sector can benefit from these provisions. I feel that we have made some important contacts here in Europe, and I am looking forward to meeting European parliamentarians when they visit Chile next year to provide them with direct experience of our sector. But I also feel that there is much to do to raise awareness about this agreement at the grass-roots level, and to mobilize opposition against its negative aspects.

**Q: How will the agreement affect you and your members?**

**A:** There are three main aspects that concern us. First and foremost is the timing of the agreement, which coincides with the latest attempt by our government to introduce individual transferable quotas (ITQs). This new bill, if passed, will effectively exclude the

artisanal fishing sector from the system. In the first place, the allocation mechanism is highly unjust; secondly, it will put into the hands of a few industrial companies resources that are the patrimony of the Chilean people; thirdly, the artisanal fishworkers lack the necessary capital to compete in the quota market; and fourthly, it will open up Chilean fishery resources to international investment. The impact of this will be to transform artisanal fishermen and their families into a cheap source of labour for the fishing and aquaculture industries.

What you also have to remember is that artisanal fisheries in Chile provide some 60,000 jobs directly in fishing, shell-fish collecting, seaweed harvesting and associated activities. The fish produced by the artisanal sector is for direct human consumption. It provides 90 per cent of the fish consumed by Chileans, 12.4 per cent of their animal protein intake, and, in addition, 25 per cent of the export earnings from fishery products.

**Q: But won't the ITQ system only apply to a few species of interest to the industrial fishery?**

**A:** The ITQ system will be applied to the resources classified as fully exploited. These are resources that are fished by both the artisanal and industrial sectors. They include two species of key importance to the artisanal fishery: the horse mackerel

(*jurel*) and hake (*merluza*). In both cases, due to the informal nature of the sector, the landings have not been fully recorded, and this puts us at a distinct disadvantage when it comes to quota allocation. In the case of the hake fishery, there are many *caletas* (fishing centres) that are totally dependent on this one fishery at all levels, from catching to processing, marketing and distribution. Depriving them of access rights by placing severe quota restrictions threatens the very survival of such communities. That is why the fishing communities are on the streets in protest against this system. It is unjust, and it will deprive them of their rights to food and livelihood.

**Q: What about the 5-mile reserved zone? Doesn't that provide you with some security?**

**A:** The 5-mile reserved area is very important as a conservation area for fish species that breed close to the coast, and that spend the early parts of their lives there. We have, therefore, campaigned hard to prevent the use of destructive fishing practices, such as trawling and purse-seining, in the five-mile reserved area.

However, there seems to be a misconception in Europe about artisanal fisheries in Chile, where the sector is well-developed, highly diversified and heterogeneous. In fact, only about 20 per cent of the artisanal fishing operations are carried out within the zone.

With vessels of up to 18 m, with the capacity of spending several days at sea, many of the artisanal fishing operations occur outside the 200-mile exclusive economic zone. At the same time, in many areas, you will find small communities living at a subsistence level, gleaning what they can from the sea within a few miles of the coast.

The lack of regulation in the fishery is also of great concern to us. In fact, the main regulations governing the artisanal sector are self-imposed. We have banned trawling as an artisanal gear, to aid the recovery of species. Purse-seining is also banned for similar reasons. In the case of the drift-net fishery for swordfish, we restrict the net length to 1,000 fathoms

(about 50 m). In the long-line fisheries, we also have restrictions on the number of hooks.

**Q: I understand that your family has a long history of fishing.**

**A:** My grandfather, my father and uncles were all fishermen, and I too worked in this fishery from an early age. Sadly, this once-rich fishery is now in decline. Despite this, I have learned that the EU wants to undertake research to clarify whether or not the resource is overexploited! In Chile, we have knowledge and experience learned over several generations. If you want information, come to us! Also, the artisanal sector is quite capable of supplying the EU market with prime fish. Tell us what you want, and we will supply it!

This interview with Cosme Caracciolo, President of CONAPACH, was conducted by Brian O'Riordan (briano@skypro.be) of ICSF's Brussels office



## Tuna labelling

# Tuning tuna

**The Organization for Promotion of Responsible Tuna Fisheries is now developing a label for the Japanese tuna *sashimi* market**

**T**una is among the most valuable of fish, serving as a nutritional staple in many countries, and is one of the most popular commodities of international trade. It also provides income and foreign currency earning opportunities to many fishermen, traders, and distributors around the world, in both developed and advanced countries alike.

Overfishing of tuna tends to occur because of the large and constant demand in the world. Proper conservation and management are, therefore, essential for ensuring the sustainable use of tuna. International management is vital because of the highly migratory nature of tuna, which travel thousands of miles each year through the exclusive economic zones (EEZs) of coastal States and across the high seas.

In view of such a nature, the UN Convention on the Law of the Sea (UNCLOS) has called on States to co-operate directly, or through appropriate international organizations, to ensure conservation and optimum utilization of the species, both within and beyond the EEZs.

Japan is one of the largest consumers of tuna in the world and virtually the only nation that consumes tunas in *sashimi* as an inherent part of the food culture. *Sashimi* is fresh tuna sliced into small pieces, dipped in soy source and *wasabi* (Japanese horse radish), and consumed raw. *Sushi* is another popular Japanese method of eating raw tuna.

The annual consumption of *sashimi* tuna in Japan is about 450,000 tonnes, the largest in the world. Of this, 60 per cent is imported. (Last year, 78 countries exported tuna to the Japanese *sashimi*

market, a significant increase from only 33 countries in 1985.)

The reason why the Japanese *sashimi* tuna market has attracted a large amount of international business is because of the huge demand and high selling price that it commands, compared with other markets. The price of high-quality tuna sold into the *sashimi* market in Japan is 10 to 30 times higher than that of canned tuna.

The current problems involve the decline of commercially important tuna species and rampant illegal, unreported and unregulated (IUU) tuna fishing. It is estimated that about 22,000 tonnes of tuna are harvested by IUU fishing by large-scale tuna longline fishing vessels and imported to Japan, despite the recent stock decline for some of important tuna species such as bluefin tuna.

If this situation persists, it is likely that tuna resources around the world will be severely depleted and the efforts of international tuna resource management will be seriously undermined. Consequently, Japan has come under criticism for its market demand contributing to the decline of commercially valued tuna stocks. As an importing nation, and not merely as a fishing nation, Japan has considered it an important responsibility to ensure the conservation and management of tuna.

## FAO plan

In view of the increased concern caused by excess fishing capacity in world fisheries, in 1999 the United Nations Food and Agriculture Organization (FAO) adopted an International Plan of Action for the Management of Fishing Capacity. The plan outlines the urgent measures needed for major international fisheries. Article 40

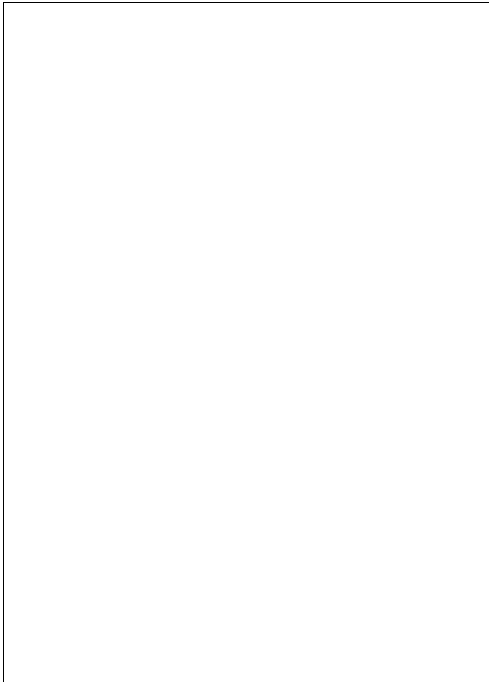
indicates that the required reduction of the fleet would vary from fishery to fishery. Furthermore, a 20-30 per cent reduction was specifically noted for the large-scale tuna longline fleet. This indicates that an international effort is urgently required to restore tuna stocks. In response to the adoption of the International Plan by FAO, Japan immediately scrapped 132 large-scale tuna longline fishing vessels, representing 20 per cent of the total number of vessels.

**I**n 2001, FAO also adopted an International Plan of Action regarding IUU fishing, calling on the international community to take immediate actions for appropriate management of fisheries, including tuna fisheries. IUU tuna longline fishing vessels intentionally transfer their registration to countries that are not members of the international tuna resource management organizations, with the aim of engaging in fishing without adhering to any of the international resource management measures. They pose serious problems for the conservation and management of tuna. If their fishing activities are allowed to continue, the scrapping of a large number of tuna longline fishing vessels by Japan to restore the stock will amount to nought.

Unfortunately, the yearly reviews of various trade and sighting data reveal that IUU tuna fishing operators endeavour to continue their activities by all means. They frequently rename and reflag their vessels to evade international sanctions. Since IUU fishing is motivated by selling harvests on the international market, countries with a large lucrative tuna market, such as Japan, are virtually providing economic incentives to continue IUU fishing activities. It is, therefore, necessary to establish proper measures, including an effective responsible trading system, for resource management.

The Organization for Promotion of Responsible Tuna Fisheries (OPRT, [www.oprt.or.jp](http://www.oprt.or.jp)) is an initiative by Japan to promote conservation and sustainable use of tuna through the co-operation of all stakeholders in tuna fisheries

Prompted by the abovementioned circumstances, Japanese parties related to



tuna fisheries decided to establish OPRT with the support of the Government of Japan.

OPRT, established on 8 December 2000, represents a private-sector initiative of tuna fishing operators, traders, distributors and consumers, under the common understanding that Japan, as one of the leading tuna fishing nations and a major tuna consuming nation, is responsible for conserving and managing tuna resources. In other words, OPRT was formed by the concerted will of all stakeholders related to tuna fisheries. The tuna longline fishing industry of Chinese Taipei joined OPRT from the outset as the only foreign member.

OPRT's mission is to contribute to the development of tuna fisheries in line with international social responsibility by fostering healthy tuna markets, and to promote the conservation, management and sustainable use of tuna. This bottom-up initiative is also supported by the governments of major tuna longline fishing nations. Membership in OPRT is open to all large-scale tuna longline fishing vessels practicing responsible fishing and having a firm commitment to co-operate under the OPRT framework.

**Vessels registered**

The current number of vessels registered under OPRT is 1,267, about 80 per cent of all longline tuna vessels operating around

the world. Fishing entities that are members of OPRT are from China, Taipei, Indonesia, Japan, Korea and the Philippines. OPRT is now proposing that the tuna longline fishing industry of the People's Republic of China becomes a member, so that its mission may be fully achieved under the co-operation of all the major tuna longline fishing industries in the world.

**I**n order to achieve this mission, OPRT has been undertaking several activities, such as providing various types of information obtained from the Japanese market to flag States committed to responsible and sustainable management of tuna resources, namely, the countries whose industries are members of OPRT. The aim is to develop a 'positive list' of large-scale tuna longline fishing vessels operating in compliance with the resource management measures, and to buy and scrap IUU tuna longline fishing vessels.

OPRT has also been working to develop a consumer-oriented labelling project as a tool to foster a healthy *sashimi* tuna market. It aims to allow the identification of tuna caught by large-scale tuna longline fishing vessels in a responsible manner, adhering to international fisheries management rules. OPRT can provide accurate information to distributors and consumers as to whether the tuna brought into the Japanese market are caught by fishermen complying with resource management measures.

In March this year, OPRT publicly announced its intention to develop the project and requested the Japanese public to provide ideas for a label design. Over 1,200 designs were received by September, confirming the high interest of the people for the project. These designs are to be reviewed by OPRT's tuna label developing committee, and the design considered most suitable for achieving the aim of the project will be chosen. It is planned to initially implement a small-scale pilot project starting December this year, with financial support from the Government of Japan.

OPRT will encourage dealers and retailers to participate in the project. Through a

pilot project to be carried out by next March, OPRT will study the response of dealers and consumers to the project, and develop an effective and cost-efficient management system for tuna labelling.

OPRT hopes that its tuna labelling project may eventually help establish a responsible and fair trading system for tuna, and foster a sound and stable market, and thereby assure a sustainable tuna fisheries for the benefit of all the parties that depend on tuna resources. 3

This article is by Yuichiro Harada (harada@opr.or.jp), Managing Director, OPRT, Tokyo, Japan, who has had over 25 years of work experience in the Japanese tuna industry

# Citing fish

## The Convention on International Trade in Endangered Species of Wild Fauna and Flora will affect fishing communities in developing countries

CITES is the acronym for the Convention on International Trade in Endangered Species of Wild Fauna and Flora. This Convention was signed in Washington, D.C, United States (US), on 3 March 1972 and it entered into force on 1 July 1975. At the date of writing of this article, 160 States were contracting members of CITES, that is, were Parties to the Convention. This clearly indicates that most countries throughout the world are Parties to CITES, including the US, contrary to another major international convention in the field of the environment, the Convention on Biological Diversity (CBD).

Considering that international trade implies, in general, two partner countries, we may say that, in practice, any transaction involving a species of wild fauna and flora covered by CITES is subject to its regulations. This includes also the so-called ‘introductions from the sea’, which refer to specimens taken in international waters not under the jurisdiction of any State and landed on the territory of a State. This is important for marine resources, though not necessarily for fishing communities, whose activities take place in national waters or within the economic exclusive zone (EEZ) of individual States.

The species covered by CITES are included in three Appendices, as follows, without going into details and limiting our comments to aspects relevant to fishing communities:

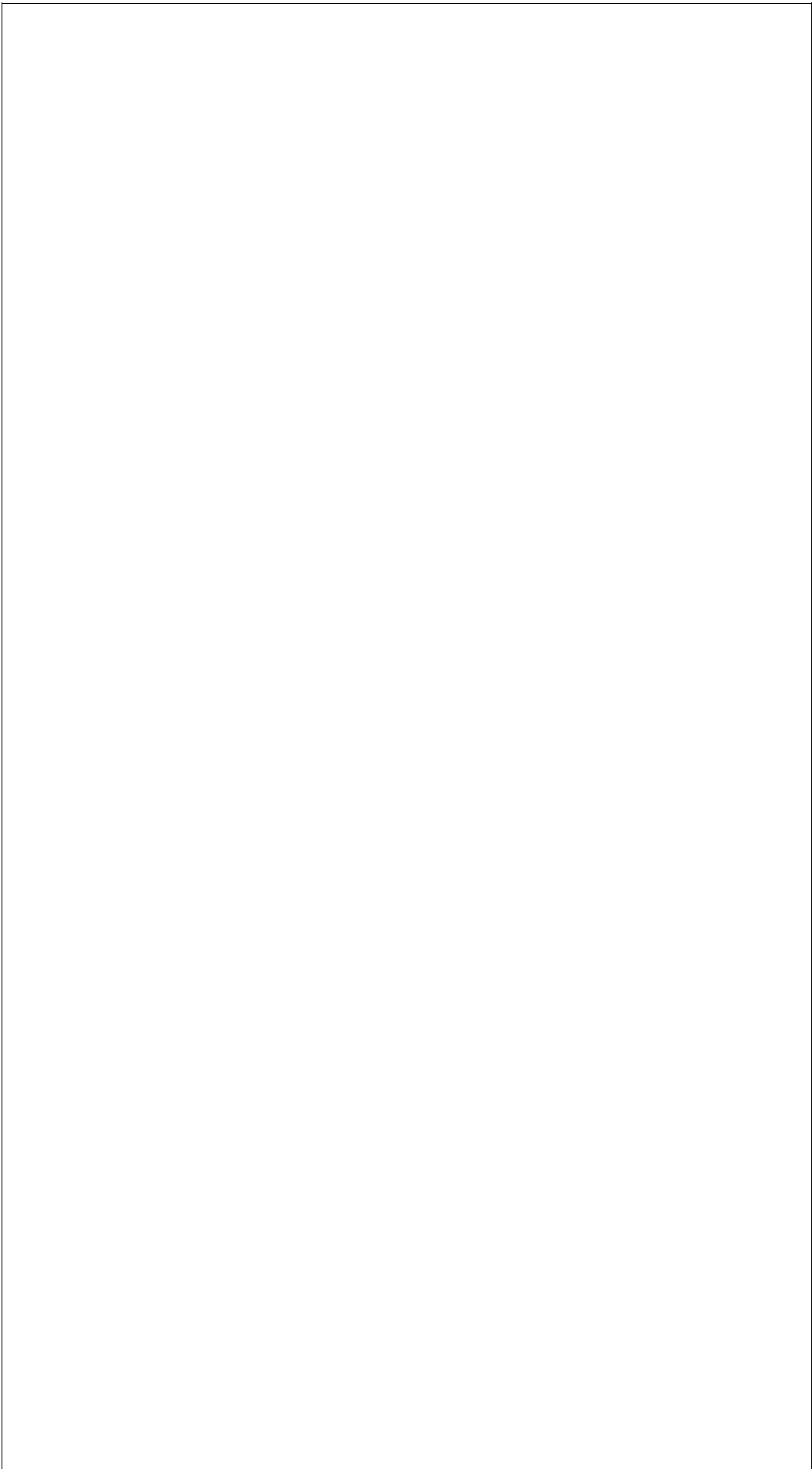
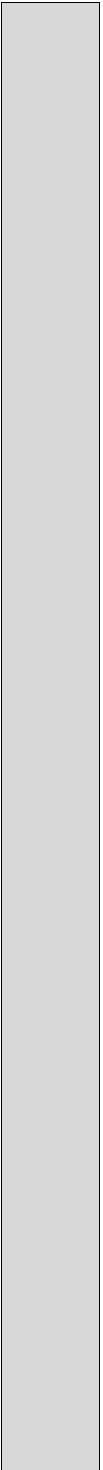
**Appendix I** includes, in principle, species threatened with extinction, which are or may be affected by international trade. For these species, the trade is regulated through the grant of export and import permits, issued by Management Authorities, under the advice of Scientific

Authorities. No international trade in Appendix-I species may take place if the specimens are to be imported for commercial purposes. This means that trade in Appendix-I species is only possible in exceptional circumstances and essentially in individual specimens.

**Appendix II** includes species that are not necessarily threatened with extinction but that may become so unless their international trade is subject to strict regulations and controls. It includes also species that must be regulated and controlled in order that trade in other listed species may be brought under effective control. This last category covers mainly species that resemble other species and are referenced to ‘lookalike’ species. To trade in specimens of Appendix-II species, of either category, the prior grant, by a Management Authority, of an export permit is required. Thus, international trade in Appendix-II species is possible, but a Scientific Authority must have advised that the export will not be detrimental to the survival of the species in the wild.

A species may be listed in **Appendix III** at the request of a country in which it is regulated, to prevent or restrict exploitation, and which considers that it needs the co-operation of other countries to control the trade. The international trade in Appendix-III specimens is subject to the grant of an export permit by the country that has requested the inclusion or of a certificate of origin by other range States.

**Re-export**  
CITES is about international trade only, and thus deals with import, export and re-export of specimens, as well as with introductions from the sea, as said above. CITES is thus not relevant to domestic



trade, that is, to the fishing and landing of any fish or other aquatic resources taken in the national and EEZ waters of any nation. It is worth noting also, as it appears from the above descriptions of the three Appendices, that CITES does not cover 'endangered' species only, as indicated in the title of the Convention, but may cover any species of wild fauna and flora for which international trade is or may become a threat for its survival.

**I**t is necessary to indicate also that when the word 'specimen' is used within CITES, it means any animal or plant, either live or dead, as well as any parts and derivatives thereof, unless they are formally excluded, as is possible for Appendix-II and -III plants and Appendix-III animals. Thus, if a fish species is included in Appendix II, not only the whole or substantially whole fish would be subject to CITES permits or certificates but any parts or products as well, even after having been processed, and in case of repeated international transactions.

The Parties to CITES gather about every two-and-a-half years at so-called meetings of the Conference of the Parties. The next meeting will take place in Santiago, Chile, from 3 to 15 November 2002. At such meetings, the implementation of the Convention is reviewed, as well as proposed amendments to the Appendices (inclusions, deletions or transfers from one Appendix to another) discussed, and resolutions and other decisions are adopted. The Convention is administered by the United Nations Environment Programme, whose Executive Director provides a Secretariat, which is based in Geneva, Switzerland, the role of which is significant in terms of overseeing the implementation of CITES and advising the Parties on any relevant issues.

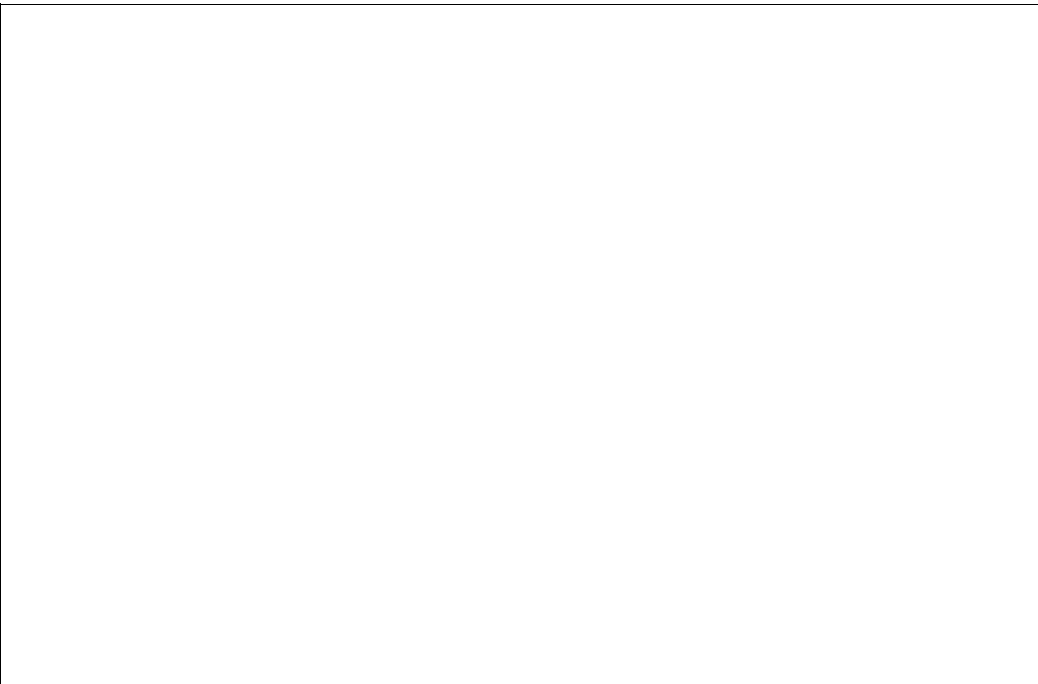
The international trade in sea turtles used to be rather important and the listing of all turtle species in Appendix I certainly affected a number of fishing communities all around the world. To change this listing for the populations that are in good conditions has been impossible so far, as exemplified by the repeated failure of Cuba to have the population of hawksbill turtles (*Eretmochelys imbricata*) living in its

water transferred to Appendix II. Thus, Cuba is prevented from benefiting, through the sale of its stock of turtle shell, from the tremendous efforts it has made to properly manage this species, which is legally exploited (to a maximum of 500 turtles a year) by two local communities. The pressure from a number of countries and non-governmental organizations (NGOs) has been very strong, to the point that, this year, Cuba has withdrawn its new proposal even before its discussion at the 12th meeting of the Conference of the Parties (CoP12). The coelacanth, with two known species, is the only fish listed in Appendix I that might have a very marginal importance for fishing communities in strictly limited areas.

The species that are listed in CITES Appendix II, and which may have significance for fishing communities, are mainly invertebrates, in particular the giant clams (*Tridacnidae*), as well the queen conch (*Strombus gigas*), a shell from the Caribbean, which is subject to a high trade in meat in that area and was largely extirpated in the waters of a number of islands due to overharvesting. All stony corals are also listed in Appendix II and are subject to a significant international trade, although such trade is rather small compared to the various uses of corals, including gravel, sand, etc., at the domestic level. All sturgeons (*Acipenseriformes*) are included in Appendix II, except two actually endangered species included in Appendix I. This is not relevant to fishing communities of southern Asia, but very much so to communities around the Caspian Sea and other water bodies of Eurasia.

#### **Shark included**

After their failure, at CoP11, to have them listed in Appendix II, Australia and the United Kingdom (UK) have requested for the inclusion of the great white shark (*Carcharodon carcharias*) and the basking shark (*Cetorhinus maximus*) in Appendix III. Australia requested that all parts and derivatives be covered by the listing, while the UK asked for the covering of fins and parts of fins only, in addition, of course, to whole animals. This means, for instance, that all coastal countries of the Indian Ocean willing to export shark fins from any of these two species to Hong



Kong will have to issue certificates of origin.

**A**t the time of writing this article, CoP12 was scheduled to take place between 3 and 15 November 2002. A significant number of documents relating to marine species and several proposals for the listing of marine species in CITES Appendix II will be considered. Regarding the latter, four proposals are relevant for fishing communities.

The UK will try again to have the basking shark listed in Appendix II, while India and the Philippines, on the one side, and Madagascar, on the other, are submitting two almost identical proposals, most likely prepared by an NGO, to list the whale shark (*Rhincodon typus*) in the same Appendix, which the US failed to have so listed at CoP11. This time, the latter country is proposing the inclusion in Appendix II of all species of the genus *Hippocampus*, seahorses. Six species, *Hippocampus comes*, *H. spinosissimus*, *H. barbouri*, *H. reidi*, *H. erectus* and *H. ingens* should be included as potentially threatened with extinction and the 26 remaining species as ‘lookalike’ species.

In addition, the US proposes the inclusion of the humphead wrasse (*Cheilinus undulatus*) and Australia that of the Patagonian and Antarctic toothfish (*Dissostichus eleginoides* and *D. mawsonii*).

These highly controversial proposals will certainly generate serious discussions. They will be opposed by those who consider that CITES should not be involved in the management of commercially exploited marine species, at least until the CITES criteria for amendment of the Appendices have been revised to make them applicable to such species, and those who consider that CITES has a role to play in such management.

The first group believes that no marine species should be included in the Appendices until the Food and Agriculture Organization of the United Nations (FAO) and regional fisheries management organizations have completed their analyses of the effects of CITES on these species they consider of their competence, and agreed that listings would be appropriate. The second group, often using the positive role played by CITES for sturgeons as an example, see in CITES a complement to FAO and others’ activities. They feign ignorance of the fact that CITES was certainly not drafted with the control of trade in commercially exploited marine resources in mind, and that the implementation and enforcement of CITES for these species would be extremely complicated, cumbersome and time- and effort-consuming.

**Unforseeable**

At this stage, it is very difficult to forecast the results of the discussions and to know

whether all, some or none of the proposals will be adopted. As a two-thirds majority is required, it is not so easy to be successful, and the results may depend on the presence or not of a number of delegations of representatives of the fisheries authorities and on the co-ordination amongst delegations of coastal countries.

**S**hould the fishing communities fear CITES? The objective of CITES is not to stop the international trade in any species but to ensure that no species become endangered as a consequence of such trade. Nevertheless, it bans the trade in certain species that are considered as endangered and listed in Appendix I. Basically, we may say that CITES, as a conservation treaty, should be seen, in the long term, as being beneficial to the survival of the species and, therefore, to local communities, including those using aquatic resources. It should contribute to maintain the stocks of the species involved at satisfactory levels and so to guarantee the sustainable use of these stocks, including for future generations.

However, CITES deals only with one element that may affect the survival of a species, international trade. The importance of this element varies greatly from one species to another, and for a number of them, it affects only some parts or products that have a real commercial value on international markets. In the case of Appendix-I species, like the hawksbill turtle in Cuba, the meat is consumed locally but the turtle shell, which may be considered as a by-product in spite of its high commercial value, may not be exported either as raw material or as manufactured items for tourists. This is detrimental to the local communities and also to the government and the research on the species necessary to continue to improve its management and conservation. A rather similar situation could be created with the listing of sharks in the Appendices.

The main argument used to maintain the ban is that any legal trade would generate illegal trade. This may be seriously contested, as demonstrated by the occurrence of illegal trade in specimens of several species, in spite of their listing in Appendix I. Those using this argument—

**IWMC World  
Conservation Trust**

- is a global non-profit organization promoting the conservation of habitat and wildlife resources
- advocates the use of science-based wildlife management techniques and the humane, ethical and fair treatment of all people whose customs and traditions involve the sustainable use of wildlife resources
- works to strengthen international cooperation among all those concerned with wildlife conservation; promotes public education and aims to foster understanding of the importance of the sustainable use of wildlife resources in our changing world

a number of States and many protectionist NGOs opposed to any use—deny that CITES is an effective treaty, capable of regulating a limited trade and preventing illegal activities. It is our opinion that CITES may be effective and that if it could be demonstrated that it is not, it would have lost its *raison d'être*. Therefore, when a species has recovered, or when a population is safe, well-managed and used sustainably, it should be allowed to enter in trade again, without excessive difficulties. This is unfortunately rarely the case.

The international trade in Appendix-II species is possible on certain conditions and, for as long as the harvest is limited to the actual recruitment capacity of the species, the implementation of CITES should not impact on the local communities. However, to determine that the export of specimens will not be detrimental to the survival of the species is not very easy, although it is a prerequisite for the issuance of export permits. Therefore, governments may be inclined, as well as pushed by certain NGOs, to be rather restrictive to avoid criticism, instead of making efforts to manage populations on the basis of scientific data.

## Close relation

They should be in close relation with the local communities, which have, in



general, a long experience in the species concerned, and could contribute to a management based on such experience and adapted to varying circumstances. This is, however, rarely the case, and, in many countries, not much effort is made to help local communities to ensure that species be harvested sustainably. What happened recently in India with regard to some shark species is a good example of the way governments take the interest of their local populations into consideration.

**I**t must be added that many countries, in general industrialized ones, into which specimens are imported tend not to trust the countries of export, mostly developing ones, and implement so-called stricter domestic measures that may considerably affect the volume of trade. Some require the issuance of import permits, as for Appendix-I species, when they are not just prohibiting the import of any wild specimens.

Some of the documents submitted for consideration at CoP12 are also of concern. They suggest strict measures on the establishment of voluntary quotas for the export of specimens of Appendix-II species, although this is clearly the responsibility of the range States. If adopted, these measures might have a serious impact on the trade, and those benefiting from it, local communities, in particular, although many of the species concerned may not be threatened at all. This represents a new attempt of rich countries to impose their views on countries with limited resources.

We have seen that species may be listed in Appendix II not because they are facing a risk of extinction but simply because they look like other species listed due to their conservation status. Logically, the trade in these species should not be hampered by excessive paperwork. However, when listed, CITES does not make a difference between the two categories of Appendix-II species, and the same documentation is required. This should be a reason for limiting the listing of 'lookalike' species as much as possible. In fact, we may notice the contrary and the case of the seahorses is a good example. The US, strongly pushed by

NGOs, is proposing, as already indicated, the inclusion in Appendix II of the whole genus, that is, 32 species. Six of them are proposed because it is considered that if their international trade is not subject to strict controls, they would become threatened with extinction. The other 26 species are not considered as threatened at all but are still proposed for listing in Appendix II, because they are said to be difficult to distinguish from the others. We may doubt that this is the case of all, in particular because seahorses are essentially traded as entire, live or dead, specimens. On the other hand, we may not have much doubt that if the proposal is accepted, the trade in these 26 species, or at least in a number of them, would be seriously affected, largely to the detriment of local communities.

If properly implemented, CITES should not have a detrimental impact on fishing communities in developing countries, at least in the long term, as its objective is not to ban the international trade in the listed species, unless they are actually endangered, but to ensure that the use of the species is sustainable. CITES is neither a threat to activities at the local level, since it deals with international trade only.

Nevertheless, the way it is often implemented, mainly under the pressure of countries and NGOs opposed to the use of wildlife, even when it is sustainable, is of genuine concern. It is therefore important that the range States favourable to the sustainable use of their natural resources work together, whatever the species involved, to defend their interests and to prevent the adoption by CITES of decisions that are contrary to such interests, without having necessarily any positive effects on the conservation of the species concerned.

#### **Government role**

Local communities should actively persuade their governments to take their interests into account when dealing with CITES issues and participating in CITES meetings. Regarding fisheries issues, the authorities in charge of them should be consulted, and this would be particularly important for CoP12, where many such issues will be considered. This should not be left only to people whose interests are far from those directly concerned.

**O**n the other hand, the fishing communities should take care of the natural resources they live on, and understand that they cannot be used without any limits, or with destructive practices.

Not taking this into account would provide arguments to those who devote more importance to wild species than human beings, and are ready to use considerable means to influence delegations at CITES meetings to push them to support decisions that have not much to do with the fundamental principles of CITES and the CBD. 3

This article is by Jaques Berney (iwmcch@attglobal.net), Executive Vice-President, IWM World Conservation Trust, Lausanne, Switzerland and former Executive Secretary and Deputy Secretary General of CITES

## Where are the fishworkers?

**The Plan of Implementation finalized at the recent World Summit on Social Development was a sore disappointment for artisanal fishers**

**T**he United Nations Conference on Environment and Development (UNCED), held in Rio de Janeiro in 1992, provided the fundamental principles and a programme of action for sustainable development. The Plan of Implementation finalized at the World Summit on Social Development (WSSD), held from 26 August to 4 September 2002, in Johannesburg, South Africa, was to further build on the achievements since UNCED and to realize many of the remaining goals.

Paragraph 6 of the Plan of Implementation recognizes that eradicating poverty is the greatest global challenge facing the world today, and is an indispensable requirement for sustainable development.

According to the Food and Agriculture Organization of the United Nations (FAO), in 1996, more than 30 mn people were directly dependent on fishing for a livelihood. The majority live in the artisanal and small-scale sector of Asia, Africa and Latin America. The total number of people dependent on fisheries today is likely to be over 150 mn.

In the developing world, the lives of artisanal and small-scale fishworkers in coastal fishing communities are, in general, characterized by poverty and a high degree of social and economic vulnerability. The reasons are varied and include:

- insecure access rights to land and sea resources (to which these fishing communities have traditionally enjoyed access);
- great dependence on fisheries for a livelihood;

- uncertain fish harvests as a result of, among other things, natural fluctuations and overfishing due to poor fisheries management; and
- lack of skills and opportunities for alternative employment.

Without appropriate policies for fisheries and coastal area management, the activities of these fishing communities, in some cases, contribute to an even greater pressure on resources. Given this context, and the special focus on poverty, one would have expected the WSSD's Plan of Implementation to focus more on specific issues that concern artisanal and small-scale fishworkers in the developing world.

However, disappointingly enough, 'fishers' are mentioned only once in the Plan, under 'Poverty Eradication', wherein is stated the need for action to "transfer basic sustainable agricultural techniques and knowledge, including natural resource management, to small-and medium-scale farmers, fishers and the rural poor, especially in developing countries, including through multi-stakeholder approaches and public-private partnerships aimed at increasing agriculture production and food security."

### Environmental focus

Paragraphs 29 to 34 of the Plan of Implementation on oceans and coasts highlight several aspects including, among others, the need for better co-ordination between the UN and other agencies working on coastal and marine issues, time-bound implementation of various international legislation, and plans of action for conservation and sustainable management of coastal and marine resources, regulation of fishing

capacity and of illegal, unreported and unregulated fishing, and control of land- and marine-based sources of pollution. These aspects are undoubtedly important and imperative.

**T**here is no mention, however, of the artisanal and small-scale fishworkers, who depend on these resources for their livelihoods and whose lives, as mentioned earlier, continue to be characterized by a high degree of social and economic vulnerability. Environmental aspects need to be looked at in conjunction with social aspects, if the twin goals of poverty eradication and sustainable development have to be met. The Plan fails to recognize that in poor, labour-surplus fishing economies, selective artisanal and small-scale fisheries are the vehicles for poverty eradication and sustainable development.

The only reference to small-scale fishing is in Paragraph 29(g), which states the need to “assist developing countries in co-ordinating policies and programmes at the regional and subregional levels aimed at the conservation and sustainable management of fishery resources, and implement integrated coastal area management plans, including through the promotion of sustainable coastal and small-scale fishing activities and, where appropriate, the development of related infrastructure.” As a consequence, there is no clear strategy to support the subsector.

One basic conceptual issue is the clubbing together of fishers and farmers. Farmers’ issues are dealt with under the section on agriculture; however, the Paragraphs under this section do not specifically mention fishworkers, nor are they suitably phrased to take into account their specific contexts.

Paragraph 38(i), for example, speaks of the need to “...adopt policies and implement laws that guarantee well-defined and enforceable land and water use rights, and promote legal security of tenure, recognizing the existence of different national laws and/or systems of land access and tenure, and provide technical and financial assistance to developing countries as well as countries with economies in transition that are undertaking land tenure reform in order to enhance sustainable livelihoods.”

In the context of fishworkers, what is required is to adopt policies, and develop and implement laws that guarantee artisanal and small-scale fishworkers and their communities well-defined, non-transferable (although inheritable) and enforceable rights to coastal and marine resources, and that promote legal security of tenure, to enhance sustainable livelihoods.

Similarly, Paragraph 6(h) stresses the need for land-tenure arrangements that recognize and protect indigenous and

<div>Report</div>	
	<div> <p>common-property resource management systems. In the context of artisanal and small-scale fisheries, the need is clearly for tenure arrangements that recognize and protect indigenous and common-property resource management systems over coastal and marine resources.</p> <p>Fishers and farmers, undoubtedly, have many issues in common; but there are issues specific to fishworkers that are crucially important for the sustainability of fisheries resources and for the lives and livelihoods of artisanal and small-scale fishworkers and their communities. These include, among others, the need to:</p> <ul style="list-style-type: none"> <li>• ensure fair and equitable fisheries arrangements that protect both marine fisheries resources and the interests of artisanal and small-scale fishing communities that depend on them;</li> <li>• explore the possibility of providing preferential access on specified terms, to artisanal/small-scale fishing vessels from neighbouring coastal States, especially in fishing waters where there has been a tradition of migration of artisanal fishermen;</li> <li>• evolve, on a priority basis, necessary mechanisms for the release and repatriation of</li> </ul> <p>fishermen arrested for trans-border movement into the waters of other States; and</p> <ul style="list-style-type: none"> <li>• put in place seafood export policies that regulate free trade of fish and fish products in countries without effective management measures, to protect fisheries resources and fishworkers' livelihoods in the exporting countries.</li> </ul> <p>These concerns ought to have found mention in the WSSD's Plan of Implementation, but they were conspicuous by their absence.</p> <p>Thus, from the point of view of artisanal and small-scale fishworkers, the Plan is a disappointment. It fails to consolidate and take further the recognition artisanal and small-scale fishworkers have won in earlier international processes, including UNCED, the FAO Code of Conduct for Responsible Fisheries and the Convention on Biological Diversity (CBD). Chapter 17 of UNCED's Agenda 21, for example, took into account several concerns of the artisanal and small-scale fisheries sector put forward at Rio. Articles 17.81 and 17.82 are specifically relevant in this context.</p> <p>These articles stipulate:</p> <p>17.81. Coastal States should support the sustainability of small-scale artisanal</p> </div>

fisheries. To this end, they should, as appropriate:

- (a) Integrate small-scale artisanal fisheries development in marine and coastal planning, taking into account the interests and, where appropriate, encouraging representation of fishermen, small-scale fishworkers, women, local communities and indigenous people;
- (b) Recognize the rights of small-scale fishworkers and the special situation of indigenous people and local communities, including their rights to utilization and protection of their habitats on a sustainable basis;
- (c) Develop systems for the acquisition and recording of traditional knowledge concerning marine living resources and environment and promote the incorporation of such knowledge into management systems.

17.82. Coastal States should ensure that, in the negotiation and implementation of international agreements on the development or conservation of marine living resources, the interests of local communities and indigenous people are taken into account, in particular their right to subsistence.

The UNCED process also influenced other international instruments and voluntary codes that strongly emphasize the protection and management of coastal resources and the rights of fishworkers to these resources. Relevant in this context are Articles 6.18 and 10.1.3 of the FAO Code of Conduct for Responsible Fisheries.

Article 6.18 of the Code states, "Recognizing the important contributions of artisanal and small-scale fisheries to employment, income and food security, States should appropriately protect the rights of fishers and fishworkers, particularly those engaged in subsistence, small-scale and artisanal fisheries, to a secure and just livelihood, as well as preferential access, where appropriate, to traditional fishing grounds and resources in the waters under their national jurisdiction."

Article 10.1.3 says, "States should develop, as appropriate, institutional and legal frameworks in order to determine the possible uses of coastal resources and to govern access to them taking into account the rights of coastal fishing communities and their customary practices to the extent compatible with sustainable development."

Similarly, Article 10 (c) of the CBD asks parties to, "protect and encourage customary use of biological resources in accordance with traditional cultural practices that are compatible with conservation or sustainable use requirements."

As far as the artisanal and small-scale fishworkers are concerned, therefore, the lack of focus on their sub-sector and on the social aspects of coastal and marine fisheries management in the WSSD Plan of Implementation, is, indeed, unfortunate and even regressive.

Hopefully, however, the recognition of their concerns in Agenda 21 and other processes will get reflected in the programmes and projects to be implemented in the post-WSSD period. 3

This report has been filed by  
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## Tracks for the future

**The Fisher People's Forum at the World Summit on Sustainable Development provided an alternative platform**

On 22 August 2002, 240 participants from fisher and coastal communities in the Western Cape of South Africa boarded the 'Fisher People's Train' at Cape Town station and departed for the United Nations World Summit on Sustainable Development (WSSD) in Johannesburg.

There they were joined by 34 fishers and fishing activists from all over the world who had come for the Fisher People's Forum at the WSSD. This Forum was hosted by Masifundise Development Organization, with support from the Artisanal Fishers Association of South Africa and the World Forum of Fisher People (WFFP). Masifundise is a non-governmental organization (NGO) operating within the rural coastal communities of the Western Cape. It is affiliated to the Trust for Community Outreach and Education (TCOE), a national coalition of rural NGOs.

The Fisher People's Forum formed part of Masifundise's long-term campaign to support these communities in their struggle to realize their rights to marine resources and sustainable coastal development. As a result of past discrimination on grounds of race, class, gender and geography, significant disparities exist in the access and control of the sea in South Africa. Prior to the 1990s, black communities did not have equal access to marine resources through the fishing rights allocation system. The transformation of the fishing industry since the elections in 1994 has been very minimal and has failed to address the needs of subsistence and artisanal fisher people. The new fishing rights allocation policy has left many small-scale and subsistence fisher communities with no access to marine resources or, at best, with unsustainable fishing quotas. This group

has also become increasingly marginalized within the global context in which the South African fishing industry is located.

The WSSD provided an opportunity to protect and promote the rights of fisher people and coastal communities to marine resources and sustainable coastal development. The Summit, the largest conference of its kind in the world, brought together representatives from governments and NGOs to discuss and debate a wide range of issues pertaining to the global development environment. It was a unique opportunity for the coastal communities to utilize the WSSD platform to achieve the following objectives:

- raise the visibility of the fisher people;
- increase awareness about development issues facing fisher people;
- network with other regional and international fishers and extend their understanding of the issue of sustainability as it pertains to marine resources; and
- gain exposure to the range of global trade and finance policy issues that impact on local fishing industries and coastal economies.

### Colourful banners

The Fisher People's Train was met at Johannesburg Station by the international group of fishers, led by Thomas Kocherry from India and Andy Johnston from South Africa, with colourful banners and posters. South African fishers were presented with badges from the WFFP and, for the first time, they gained a sense of the global links between fisher people around

the world. This was one of the most significant gains from the Summit.

**T**he fisher people arrived at Nasrec, south of Johannesburg, for the Global Forum the following day, carrying banners and singing, encouraging all the delegates arriving to note their presence.

After officially registering all the fisher people with the WSSD Civil Society Secretariat, the Fisher People's Forum was officially opened at 11 am in the Administration Auditorium at Nasrec on Saturday, 23 August 2002, with the local fishers singing and dancing to celebrate the event. Elize Petersen welcomed all the international fishers, in particular Thomas Kocherry. After the international delegates had introduced themselves, each local leader then introduced his or her delegation.

In his keynote address, Thomas Kocherry highlighted the problems faced by local fishers in the context of globalization. This presentation elicited considerable comment and questions, as the local fishers expressed their understanding of the similarity between their problems and those faced by others around the world.

Several of the international delegates expressed their support for the South African fishers and a sense of the strong, united nature of the bonds beginning to be

developed could be felt across the auditorium.

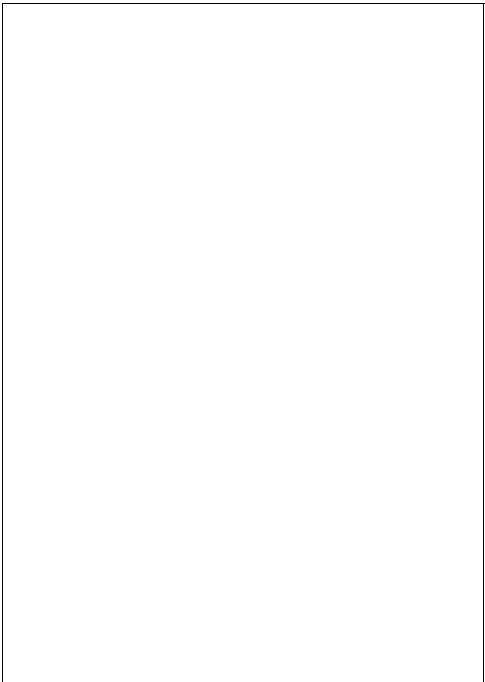
In the second session, Karen Sack from the Antarctic and Southern Ocean Coalition (ASOC) talked of global trade and fishing. Her input highlighted critical issues of the current nature of global trade in fishing, in particular, the use of subsidies and the impact of this on fishing stocks and livelihoods around the world. This input was well received and again elicited considerable discussion and questions as delegates grappled with the implications of these issues at the local level.

After a late lunch, the conference resumed with a panel discussion comprising key fishing activists from around the world. Herman Kumara from Sri Lanka and N. D. Kohli from India, together with Zoe from Madagascar, presented the key challenges facing subsistence and artisanal fishers in their regions.

#### **Plenary session**

These inputs were followed by lengthy discussions in a plenary session, as many delegates wished to question the panelists and also to comment on the similarities with their situation. Following the discussions, it was agreed that the Forum would march peacefully to the Nasrec gates to highlight the concerns that had emerged during the day's discussions. The marchers sang as they trooped towards the gates, but were stopped by





the police who informed them that they were not permitted to walk together singing and carrying banners. After expressing their determination to have their voices heard, the fishers were allowed to proceed to the gates.

**T**he highlight of Day Two of the Fisher People’s Forum was an extremely informative and warm panel discussion with key women activists. Chandrika Sharma from the International Collective in Support of Fishworkers (ICSF) presented the implications of globalization for millions of fishworkers around the world. She emphasized the particular negative implications of the very gendered nature of the fishing industry for women workers and how this impacted at the level of the household, community, market and the State.

Maria Cristina Maneschy brought insights from Latin America, in particular, from her own country, Brazil, which echoed the concerns experienced in India, particularly about the discrimination experienced by women, both by their exclusion from certain aspects and from the unequal way in which they are included in the industry. Margaret Nakato from Uganda presented the experiences of women in her country. Her presentation too supported the previous presentations, but emphasized the way in which women’s experiences of

discrimination within the fishing industry is indivisible from their experience of political, sexual and economic exploitation and oppression in all other areas of their lives.

At this point, Thomas Kocherry welcomed Pauline Tangiora from New Zealand to great applause from the audience. Tangiora is a leading indigenous people’s activist and also a member of the WFFP. She encouraged the South African delegates, in particular the women, to be strong and to take up the challenges facing them, with support from the international community of fishers. A great deal of discussion followed as delegates, particularly the women, engaged the panelists on key issues facing them in the fishing industry around the world.

This discussion was followed by a lively panel discussion led with presentations from John Kearney from Canada, Harekrishna Debnath from India and Andy Johnston, focusing on critical issues of alternative policies and approaches, most notably, the use of community-based fisheries management systems.

In the second session for the day, TCOE Director Merica Andrews presented the critical challenges facing the Fisher Forum on how to take their struggles forward. This laid the foundation for the discussions in commissions that followed. Each commission was asked to consider the key issues facing fishers, the key demands and strategies that they should use, and the structure that could take these issues forward and which organizations they should form alliances with. The commissions met until late in the afternoon and, subsequently, the leaders from each commission continued working late into the night. The key demands that emerged were then presented and discussed, and a strategy developed for presenting these demands before the government officials who had been invited to the closing event.

**Closing event**  
The Fisher People’s Forum gathered at Nasrec on Monday 26 August for a press conference and the closing event. The keynote speaker was the chair of the TCOE

National Board of Trustees, Wallace Mgoqi. The fisher people had selected key representatives to tell their stories and present their demands to Monde Mayekiso, a representative of the Ministry of Environmental Affairs and Tourism. Thomas Kocherry read the outcome of the Fisher People's Forum in the form of the resolutions and demands developed by the delegates. Monde Mayekiso was requested by delegates in the audience to respond to these demands. However, he declined.

**T**he frustration of the delegates was very tangible and several expressed it directly to the Ministry's representative, pointing out that the ministry's failure to listen to the fisher people and communicate with them was cause for much concern. They requested the representative to commit himself to meeting with them at a later date in order to discuss the issues. However, Mayekiso said that he was not able to do so and excused himself from the event.

Wallace Mqogi congratulated the fisher people on the hosting of the event and their participation at the WSSD. The fisher delegates spoke out loudly and proudly about their experiences, sharing the impacts of the current policy on their livelihoods and increasing levels of poverty within their communities. They emphasized how their participation at the WSSD and their contact with the international fishers had strengthened their resolve to tackle the following issues:

- access and rights to the sea and marine resources through changes to national fishing policies;
- preferential rights for bona fide fisher people;
- challenging unfair global trade and finance policies that affect fishing;
- provision of fishworkers' rights through the extension of the Basic Conditions of Employment Act and other labour protection and benefits, including safety regulations to cover subsistence and small-scale fishers;
- access to means of sustaining families and livelihoods in the off-seasons;
- provision of subsidies to subsistence, artisanal, small-scale and limited commercial fishers, as currently only the big companies, not the small-scale fishers, get fuel subsidies and tax breaks;
- provision of infrastructure such as jetties, slipways and roads and access to finance for equipment, cold storage facilities and markets;
- participation in the management of marine resources;
- organization of fisher people for adequate representation to ensure that their issues are addressed;
- democratization of the fishing industry; and
- increasing the visibility of women in the fishing industry.

This report comes from Jackie Sunde (jackie@tcoe.org.za) of Masifundise Development Organization, Cape Town, South Africa

# News Round-up

## Sardines in

The World Trade Organization (WTO) is lifting the ban on imports of Peruvian canned sardine (*Sardinops sagax*) to the **European Union** (EU).

This is regarded as a much-needed boost for the sector, as Peru hasn't been able to trade its canned

products since the EU ban.

Deputy Minister Alfredo Ferrero told *Gestión* that the WTO decision "brought a great ray of hope, since the EU represents a very important market for our seafood".

The authorities had filed a claim with the WTO because of the less favourable treatment applied to Peruvian products compared with similar European products, produced with the *Sardina Pilchardus* species.

It took the WTO over a year to disclose the

report by the Special Review Team analyzing the issue.

## Shellfish grows

The World Wide Fund for Nature, **Scotland** (WWF Scotland) and the Association of Scottish Shellfish Growers (ASSG) have signed a "historic agreement", committing themselves to co-operation on issues of joint concern.

The agreement, signed in October, is a fresh alliance between environmentalists and the shellfish industry. It is aimed at the long-term sustainable development of both the aquaculture sector and rural coastal communities.

According to the ASSG, shellfish farming has a much smaller impact on the delicate West Coast marine environment than its cousin, the fish farming industry.

## Chinese plea

**China** has urged the WTO to authorize continued subsidies for aquaculture, responsible for 35 per cent of the global fish production. Chinese delegates at a WTO

meeting on fishing subsidies called for an exemption of fish farming from any decision to reduce government support for the fishing industry.

They said that in developing countries aquaculture is a major contributor to food security and employment.

Negotiations are under way on reforms to trade regulations, including those governing fishing subsidies, that were approved at a WTO Ministerial meeting in Doha in November 2001.

## Video salmon

An anti-salmon video, allegedly funded by US environmental groups and the British Embassy in **Chile**, has aroused controversy.

The video, titled *Infinite Growth: The Myth of Salmon Aquaculture in Chile*, alleges environmental and human rights

violations in the Chilean salmon industry and could cause considerable damage in the North American and global salmon market.

## Smoky fish

In **Ghana**, the GRATIS Foundation, through the Tema branch of the Intermediate Technology Transfer Unit, has developed an advanced technology for smoking fish that could preserve it for as long as six months without applying any chemical or using the refrigerator, reports the *Accra Mail*.

Fish smoking, drying and salting are old practices. But smoked fish must be consumed within three months because the humid conditions in Ghana make them mouldy.

Ghanian women normally depend on the traditional method of smoking fish using firewood. But with depletion of forests, it has become increasingly difficult for them to get firewood.

Fish smokers now have to travel long distances for firewood or have to buy it at exorbitant prices.

The traditional method is not energy efficient as the fires are burnt openly and the smoke poses health hazards. The new technology has, therefore, been welcomed by the women.

**EU baits**

The European Union (EU) has signed a deal with **Mozambique** allowing EU ships to catch tuna and shrimp off the African country's coast for the next three years, reports the BBC.

Prompted by dwindling fish stocks in its own waters, the EU has now bought fishing rights from 15 African countries.

Under the current agreement, the EU will pay Mozambique around US\$4 mn.

In return, 10 European vessels will be allowed to catch up to 1,000 tonnes of shrimp a year for three years.

Forty-nine European vessels will be allowed to fish for tuna, with no limit on the catch.

The EU has rejected claims that the deals will deplete fish stocks vital to poor African coastal communities.

It insists that the cash will help promote sustainable fishing in the region.

**Mangrice**

Scientists in **India** have introduced salt-tolerant genes from mangroves to rice and mustard, and the varieties are currently undergoing tests in laboratories, reports the Press Trust of India.

The MS Swaminathan Research Foundation has mapped the

genome of some mangroves and introduced salt-tolerant genes to these plants.

These genetically modified plants are being tested in greenhouses and will become available for farmers in about five years.

**Ban soon?**

**Tanzania** risks being banned from exporting fish fillets to the European Union (EU) should the proposed Food, Drugs and Cosmetics Bill sail through in the National Assembly, reports *The Guardian*.

This is likely to cause a crisis for the 2 mn people whose livelihoods depend on the fish industry. The Lake Victoria Fish Processors

Association says that should the Bill be approved by the parliament, EU would reduce Tanzania from List One country to a list of non-compliant countries. That is equivalent to a ban.

The EU wants a traceability regime for fishery products and a quality assurance system for fishing, transport of fish and fish processing. The EU represents over 70 per cent of the market of fresh fish products. The last ban to be imposed on East African countries was in 1999 due to allegations that fishermen were using pesticides to fish.

**Thai quality**

The first international-standard seafood trade centre in **Thailand** will open next month in Samut Sakhon province, one of the country's best-known seafood trading areas. It will be the country's biggest seafood trade centre and will guarantee quality and rules on origin and processing. Special chemical-residue detection equipment required by the EU has been installed at the centre. Trade volume at the centre is expected to be 4,000 to 5,000 tonnes per day, with a total capacity of 10,000 tonnes. Thailand uses as much as 1 mn tonnes of raw material for processing seafood

products annually. Its annual seafood exports are worth around US\$4 bn.

**Freed**

**Pakistan** has ordered the release of 216 detained Indian fishermen as a goodwill gesture, reports PNS. Their boats need to be repaired and it may take some time before they can leave, according to a statement issued by a spokesman of the Pakistan Fishermen Co-operative Society.

India may also announce the release of 32 Pakistani fishermen held in India's prisons. The fishermen were detained over the past year while plying in Pakistani waters off Karachi. The spokesman said the Indian fishermen

would have been released earlier had border tensions between Pakistan and India not escalated late last year after the December 13 attack on New Delhi's parliament. Karachi's Landhi Prison currently holds 270 Indian fishermen, most of whom have been detained in the past 12 months.

*For countless voyages I have hung over the bow of passenger steamers in mid-ocean, making of myself a figurehead of sorts, straining my eyes downwards to watch the living creatures which whirled into sight and swept past. Dolphins, flyingfish, tunny, an occasional shark these are familiar to all who have ever glanced over the bow. But the rays of the slanting sun striking obliquely into the smooth surface often revealed a myriad, myriad motes more like aquatic dust than individual organisms, which filled the water from the very surface to as deep as the eye could penetrate.*

— from *The Arcturus Adventure* by William Beebe (1877–1962)



ICSF is an international NGO working on issues that concern fishworkers the world over. It is in status with the Economic and Social Council of the UN and is on ILO's Special List of Non-Governmental International Organizations. It also has Liaison Status with FAO. Registered in Geneva, ICSF has offices in Chennai, India and Brussels, Belgium. As a global network of community organizers, teachers, technicians, researchers and scientists, ICSF's activities encompass monitoring and research, exchange and training, campaigns and action, as well as communications. SAMUDRA REPORT invites contributions and responses. Correspondence should be addressed to the Chennai office.

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